

# DEVELOPMENT OF EDUCATIONAL SERVICES, 1879-1896

Selections from Educational Records  
of the Government of India

*Edited by*  
**Suresh Chandra Ghosh**

EDUCATIONAL RECORDS RESEARCH UNIT  
JAWAHARLAL NEHRU UNIVERSITY, NEW DELHI

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Since 1920 the Education Department of the Government of India has produced a series of volumes consisting of selections from the departmental records. Between 1958 and 1971 the National Archives of India and since 1971 the Educational Records Research Unit at Jawaharlal Nehru University have been entrusted with the function of selection and publication of educational records. The present volume, under the New Series published by the JNU, as a part of an earlier volume, consists of selected records of the Government of India relating to the development of the Educational Service, and more generally on aspects of the growth of the modern academic profession in its early stage. In the Foreword the General Editor of the series provides a brief survey of the context in which the Education Service develops and a critical overview of policy characteristics such as bias against 'native' recruitment to higher grades of the service, the academically dysfunctional influence of the bureaucratic ethos of the government services, the inadequacy of educational finance etc. The Editor of this volume in his Introduction offers a commentary on the sequence of developments leading to the foundation of the Indian Education Service. The volume will be useful to educationists and historians as well as to those who are interested in the growth of the academic profession in modern India.

**DEVELOPMENT OF EDUCATIONAL SERVICES,  
1879-1896**



Selections from Educational Records of the  
Government of India  
(New Series)

# Development of Educational Services, 1879-1896

*edited by*

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PUBLISHED FOR EDUCATIONAL RECORDS RESEARCH UNIT  
JAWAHARLAL NEHRU UNIVERSITY, NEW DELHI BY  
MUNSHIRAM MANOHARLAL PUBLISHERS PVT. LTD., NEW DELHI

**ISBN 81-215-0528-1**

**First published 1992**

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**Composed, printed and published by Munshiram Manoharlal Publishers Pvt., Ltd.,  
Post Box. 5715, 54 Rani Jhansi Road, New Delhi-110 055.**

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## FOREWORD

Early nineteenth century British Indian imperial ideology conferred in its scheme of things a centrality on the concept of 'education'. This was true of the evangelical enthusiasm of men like Charles Grant for it was through education that the Indian mind was to be prepared to receive the Christian truth. It was equally true of what replaced evangelicalism, the Whig faith in the perfectibility of man through the instrumentality of education, displayed by Lord Macaulay or Sir Charles Trevelyan in the 1830's.<sup>1</sup> And again the key role given to education was reasserted in the Liberal imperialist agenda in the mid-nineteenth century, archetypically in the 'education despatch' of Sir Charles Wood, stressing the programme of extending far more widely the means of acquiring general "European knowledge".<sup>2</sup> This ardour for the educational part of the agenda of the state seems to cool in the last decades of the nineteenth century, the period documented in the present volume. The rotund phraseology and grand intentions of the illustrious education enthusiasts of early nineteenth century were now translated into a rather dreary bureaucratism in language and spirit.

In the documents of the last two decades of the 19th century in the present collection it is this spirit—or the lack of spirit—which is amply reflected. While at one time the shades of Helvetius or Bentham or Mill could be seen behind the concepts and reasoning in the discourse on education, now the authority cited is that of sections of government orders or pronouncements of Secretaries of State for India. There are few new ideas, though at the level of praxis experimentation continues and on the whole the direction of the enterprise recorded here is towards practical consolidation and systematisation. In this process a major instrument was the educational service, particularly the Indian Education Service which is in the process of formation in the period 1879 to 1896. Many of the details which appear in the following documents may be apparently trivial. The

<sup>1</sup>*Selections from Educational Records*, part I, ed. H. Sharp, Calcutta, 1920, p. 107. Macaulay's minute on education, 2 February 1835. Charles Grant, *Observations on the State of Society among Asiatic Subjects of Great Britain*, London, 1797.

<sup>2</sup>*Selections from Education Records*, part II, ed. J.A. Richey, Delhi, 1965, p. 365. Education Despatch to India, 19 July 1854.

overall picture that emerges is, however, important both in terms of the long-term trends in the educational services and the wider-ranging issues of the educational policy of the colonial state in this period.

I shall try briefly to focus attention on some of these trends and issues. Of the educational services, to which the following documents relate, it has been said that the involvement of the government led, "to the creation of a modern academic profession and the possibility of an honorable and respected career"; along with promoting this growth of professionalization "the British government demonstrated at an early date that modern knowledge was difficult to obtain and its cultivation deserving of special treatment."<sup>1</sup> The gradual improvement of the service conditions of College teachers who came under the regulation of government education departments and some other interventions by the government did produce some positive results.<sup>2</sup>

At the same time, this enterprise on the part of the British Indian government was fundamentally flawed. These were flaws which emanated not only from the design of policies, but also the government agencies for implementing them, the way the things worked within a colonial structure. While it will be a simplistic error to argue for a view of structural determination by colonialism of all developments in each area of government activity, we must not forget that 'education' was only a subsystem within a vast imperial system. Unless we take this into account and its consequences in terms of the colonial education policy, a critical evaluation of the contents of this volume will be incomplete.

### *European versus 'Native' Recruitment*

A major policy issue on the anvil of political debate in this period was the question of employment of Indians in the education services of the Government of India and the Provincial governments. The Indian National Congress in 1896: "That this Congress hereby records its protests against the scheme regarding the Indian Education Services which has just received the sanction of the Secretary of State, as being calculated to exclude natives of India, including those who have been educated in England, from the superior grade of the Education Service . . . . The Congress prays that the scheme may be so recast as to afford facilities for the admission of Indian Graduates to the superior grade of the Educational Service."<sup>3</sup>

<sup>1</sup>Irene A. Gilbert, 'The Organization of the academic profession in India: the Indian Educational Services, 1864-1924' in S. and L. Rudolph ed., *Education and Politics in India*, Delhi, 1972, p. 340. Also see her 'Men who Taught India: a Study of the Indian Education Service', University of Chicago Ph.D. thesis, 1972 (NMML); and Rudolph and Rudolph, editorial note, op. cit., pp. 313-17. Another extended treatment of the theme is in H. Dodwell, *A Sketch of the History of India, 1858-1918*, London, 1925, pp. 193-208.

<sup>2</sup>S.C. Ghosh, Introduction, *infra*.

<sup>3</sup>Resolution, Calcutta, 12th session, 1896, in D. Chakrabarty and C. Bhattacharya eds., *Congress in Evolution: a Collection of Congress Resolutions*, Calcutta, 1935.

Earlier at its second session in 1886 at Calcutta the Congress adopted as a resolution the report of a Congress committee headed by Dadabhai Naoroji urging the adoption of measures facilitating appointment of Indians in public services.<sup>1</sup> The focus of public attention was on the Indian Civil Services, but this and some later Congress resolutions also referred to the admission of Indians to the uncovenanted services (of which one was the Education Service). When the IES was instituted, specifically addressing itself to the issue of appointment of Indians to the Education Service the Congress passed the resolution quoted above.

The issue of racial discrimination comes to the surface repeatedly in the documents in this volume, the bland and dull tenor of officials writing to one another is broken often by the shrill contentiousness of racial emotions. "I do not think that any subject can be taught with advantage by Natives, except possibly for the purpose of passing the university examinations; but the educational value of such instructions would be absolutely nil . . . . In the colleges . . . there is no room for the further employment of Natives amongst the graded (i.e. of superior rank) Professors, if it is supposed to be the business of these Professors to fit a certain numbers of Natives for employment in the Public Service. They are best so fitted by anglicising them as much as possible, to do which you must employ Englishmen."<sup>2</sup> In this instance the English Principal of the Muir Central College of Allahabad displays a rather rigid and extreme stance on the admission of 'natives' to educational services. A more moderate position was common among the European members of the service: "I see no reason so far as this Presidency is concerned for employing Indian Graduates, except Indians educated in Europe, more largely than they have hitherto been in colleges maintained by Government . . . ."<sup>3</sup> This 'departmental view' of Madras Education Department of 1886 is echoed in many statements of like origin from other Provinces and Presidencies.

In the 'departmental view' racial discrimination was to be disavowed in principle, but in practice the employment of Natives of India was viewed with serious reservations: "the principle is generally assented to that the most highly qualified men obtainable should be appointed irrespective of race. And there is a great preponderance of evidence to the effect that, except in certain branches of learning—and as to these there is not unanimity—Natives of India do not at present possess the requisite

<sup>1</sup>Resolution, Calcutta, 2nd session, 1886 (Report by Committee chaired by Dadabhai Naoroji and including G. Subramaniya Iyer, Motilal Ghosh, Surendra Nath Banerjee, R.M. Sayani, et al.), *ibid.*, pp. 138-39.

<sup>2</sup>Evidence of Mr. Gough, Principal, Muir Central College, Allahabad, in Report of Sub-committee (education) on N.W.P. and Oudh, *Public Service Commission Proceedings, 1886-87*, Education Department, pp. 41-45, hereafter cited as '*P.S.C. Progs.*'. (Document no. 13, *infra*).

<sup>3</sup>Note by Departmental Member, Madras, Sub-committee (education) *P.S.C. Progs.*, pp. 114-18, (Document no. 10, *infra*).

qualifications, and that a much larger employment of Natives would lead to a lowering of the standard of education.”<sup>1</sup> Indian opinion on this question was expressed by Ananda Mohan Bose, Surendranath Banerjee, G. Subbahmanya Aiyar, Madan Mohan Malaviya, R.G. Bhandarkar and others with some measure of unanimity: the competence of Natives should be recognised as equal to that of Europeans in one branch of the Education Service, viz., inspection of schools; as for the other, teaching in colleges, a good number of Indians employed in colleges expressed the views that “Native graduates can be found capable of teaching English subjects (*sic*) as well as others”, that “they can be found competent to teach natural science”, that first class graduates of India “are superior to the average graduates of the English Universities in Mathematics”, etc.<sup>2</sup> On the whole there was a willingness to concede that in some areas of study employment of teachers recruited from English Universities was justifiable since Indians with comparable qualifications were unavailable.

This clash between Indian and English educationists led to an outcome which was important for the future of Education Service. Lord George Hamilton, Secretary of State for India, objected to the Indian Government’s proposal to call the higher branch of Education Service (to which appointment was made in England) “the European Education Service”. He wrote that the proposed designation “suggests a distinction of race; and it is certainly an inadequate, if not misleading, description of a service of which all the duties are to be performed in India . . . . I desire that the branch which is to include the appointments to be made in England may be designated as the ‘Indian Educational Service’ . . . .”<sup>3</sup> Secondly, the discussions led to a recommendation of the Public Service Commission (1887) that recruitments were to be made in England “only for Principalship of Colleges, Professorships in those branches of knowledge in which the European standard of advancement has not been attained in India, and a smaller number of Inspectorships than at present.”<sup>4</sup>

This recommendation made sense financially for better terms of service would be offered to fewer recruits from England without addition to the financial burden. In the event, the Indian Educational Service was to be

<sup>1</sup>Note by Sub-committee (education). Bengal, *P.S.C. Progs.*, pp. 1-3 (Document no. 7, *infra*).

<sup>2</sup>A.M. Bose and S.N. Banerjee’s views in *ibid.*; G.S. Aiyar in *Progs.* of Sub-committee (education), *P.S.C.*, pp. 109-13, (Document no. 9, *infra*); M.M. Malaviya and evidence of Pandit A.R. Bhattacharjya of Muir Central College, in *Progs.* of Sub-committee (education) on N.W.P & Oudh see *supra*, p. xi, fn. 2; R.G. Bhandarkar’s views in Sub-committee on Bombay of *P.S.C.* (Document no. 11, *infra*).

<sup>3</sup>Secretary of State to Governor-General in Council, 12 March 1896, no. 22, Public (educational), para 2, G.O.I. *Progs.*, Home (education), A 19, August 1896. (Document no. 87, *infra*).

<sup>4</sup>Resolution of Government of India, Report of *P.S.C.*, 1886-87, pp. 75-78 (Document no. 24, *infra*); for the final outcome see Home Department (education) *Progs.*, nos. 204-15, 23 July 1896 (Document no. 88, *infra*).

primarily a preserve of Englishmen (and it remained so until World War I forced the government to replace them with Indians). The place of the Indian appointees was in the lower ranks, the Provincial Service.<sup>1</sup> G.K. Gokhale in 1911: “we find men of most distinguished attainments in the Provincial Service simply because they are Indians, and men who passed their examinations only yesterday, and who have so far earned no distinction in their work, in the Imperial Service, simply because they are Europeans.”<sup>2</sup>

### *Quality of Recruitment and Discrimination against ‘Native’ Graduates*

Racial discrimination assumed another form in the terms of service which were offered. From 1865 to 1896, i.e. till the institution of the Indian Education Service, the higher branches of the education services in the provinces were designated as ‘graded-services’—“at the outset intended to attract competent men from English universities.”<sup>3</sup> In course of time a few Indians were admitted to this higher rank, but from 1881 at the instruction of the Secretary of State, “a Native officer when appointed to the graded service (was) allowed to draw only two-thirds of the ordinary pay of the grades.”<sup>4</sup> Thus an Indian would draw a pay one-third less than the pay of his English colleagues of equal rank and seniority.

The official rationale for this discrimination was that Englishmen must be allowed compensation for serving in India while the ‘native’ officers or Professors served in their own country. The Indian Education Commission (1882-83) endorsed this view and further observed that there was “some hardship in requiring the English Graduate . . . to serve for the same term as an uncovenanted servant who is a native of India . . . the European officer should enjoy the right of retiring to his native country at an age when the harassing circumstances of life in India have not impaired his health or destroyed his energy.”<sup>5</sup> Hence, not only better salary but also earlier pension benefits for the Englishmen.

An Assistant Professor (non-graded) in Madras Presidency College writes in 1886: “I am very far from claiming that Indian Graduates with, let it be conceded, inferior qualifications, should, when serving in their own country, receive absolutely the same increments and the same salaries as English Graduates selected by the Secretary of State to fill the higher appointment in the Department (of Education). That there must be differences I do not

<sup>1</sup>G.O.I. resolution, Home (education), 23 July 1896 (Document no. 88, *infra*).

<sup>2</sup>G.K. Gokhale, ‘The employment of Indians in the Public Service’, *Speeches*, Madras, 1920, p. 448.

<sup>3</sup>For the evolution of the ‘Graded’ system see *Report of Indian Education Commission*, 1882-83, chapter VII, (Document no. 1, *infra*).

<sup>4</sup>*Ibid.*, para 341.

<sup>5</sup>*Ibid.*

deny, but the inequalities. . . (are) greater than they should be.”<sup>1</sup>

Arguably, discrimination in pay and increments is a legitimate objective of a salary structure to ensure the recruitment and promotion of those who are better qualified. However, whether this objective was served by the prevailing system is very doubtful. Sir A. Mackenzie, who had served in the ICS with great distinction (as Home Secretary of Government of India, Chief Commissioner of Central Province, and Lt. Governor of Bengal) was more than usually forthright when he wrote about the quality of recruitment made in England for educational services. “We usually get in this way as Professors in our colleges very ordinary graduates of the English Universities . . . whose pay rises with seniority to an amount which is frequently quite disproportionate to the value of their services”; Mackenzie thought that “in the vast majority of instances the gentlemen sent out by the Secretary of State in recent years have not been men whom it was worth offering special terms of service . . .”<sup>2</sup> It is true that there were a few distinguished scholars among the Europeans in education service (e.g., Johann G. Buhler and Franz Kielhorn, German scholars in Sanskrit studies) but “the service as a whole was weighted down by . . . mediocrity”; British members of the ICS distinguished themselves much more in the world of scholarship.<sup>3</sup> One may also bear in mind the fact that among the ‘native’ employees in the educational services there were men like Sir J.C. Bose, Sir P.C. Ray, Dr. R.G. Bhandarkar et al. who were all severely disadvantaged in term of salary and other benefits, compared to the ‘English Graduates’ appointed in England.<sup>4</sup>

Apart from the fact that the prospects in ICS attracted far better talent in England than service in Indian Educational Services, the process of recruitment to the educational services was partly responsible for the poor quality of those recruited. The Professor of Physical Sciences at Presidency College, Madras, pointed out: “the present system does not secure the best men. There is no system here like that which obtains in England and the colonies of advertising when a vacancy occurs in scientific and other papers . . . the India Office refers to some Professor or other with whom they may be intimate.”<sup>5</sup> The Madras Government’s views conveyed to the

<sup>1</sup>Evidence of Mr. E.H. Elliott, Presidency College, in note by Sub-committee (education), Madras, P.S.C. Progs., pp. 109-13 (Document no. 9, *infra*).

<sup>2</sup>A. Mackenzie, Chief Commissioner, Central Provinces, conveys his views in his Secretary’s letter to President, Public Service Commission, 16 April 1887, P.S.C. Progs., (Document no. 19, *infra*).

<sup>3</sup>Percival Spear, *The Oxford History of Modern India*, Oxford, 1965, p. 276.

<sup>4</sup>Two instances often cited by Indian critics of British policies are the distinguished scientists Jagdish Chandra Bose who was ineligible for ‘European Service’, and Prafulla Chandra Ray; in 1891 they were drawing respectively Rs. 500 and Rs. 250 (the maximum salary in education department was at that time Rs. 1,500), vide Secretary, Government of Bengal to Secretary, Home, G.O.I., 20 April 1891 (Document no. 29, *infra*), Secretary, Home, G.O.I., to Secretary, Government of Bengal, 22 February 1895 (Document no. 38, *infra*).

<sup>5</sup>Evidence of Dr. W.A. Wilson (Document no. 9, *infra*).

Public Service Commission were similar: "the local (i.e. Provincial) government would be more likely to secure better men if they had the power of selection in the first instance, instead of the Secretary of State . . ."<sup>1</sup> Bengal's department of education endorsed these views: "the system of recruitment adopted by the Secretary of State is not such as to attract the best men", because no decisions made in England without reference to colleges or departments concerned could produce satisfactory results.<sup>2</sup> Throughout the period covered by this volume, 1879 to 1896, the vitally important task of recruiting personnel for superior educational services was thus handicapped by bureaucratic centralisation at India Office.

### *The Bureaucratic System and Ethos*

Education was the business of one of the departments of the government in India—one of the lesser departments in a vast system. Even the seniormost officers of educational services, uncovenanted and outside the 'steel frame' of the Empire, suffered from status inferiority. Within the education department the officials holding administrative positions were dominant. Progress in seniority and salary for a 'professor' meant entry into purely administrative roles with little to do with actual teaching and research. The pinnacle of the service was Directorship of Public Instructions, next there were a good number of Inspectorships of Schools and Principalships of Colleges. In one province, for example, the 12 'graded' or superior posts (Rs. 500 to Rs. 1,500 a month) were distributed as follows in 1886: 6 Inspectorships, 2 Principalships and 4 Professorships.<sup>3</sup> In the entire education services in India the number of Inspectors was very substantial: 524 Inspectors of various ranks. The total cost of these officials and the Directors of Public Instruction as a percentage of provincial expenditure in education departments ranged from a low of 16.5% and 18.5% in Bengal and Bombay Presidencies, up to 24.4% in Madras and 28.6% in Central Provinces.<sup>4</sup>

Thus the non-teaching officialdom took a significant portion of funds and jobs. Very often the way up for a college teacher was to an Inspectorship, and for the fortunate few Directorship of Public Instructions. What is more, purely bureaucratic principles of seniority rather than recognition of scholarly attainments determined promotion prospects. Likewise transfer

<sup>1</sup>Document no. 10, *infra*.

<sup>2</sup>Sub-committee (education), Bengal, *Proceedings* of P.S.C. 1886-87 (Document no. 7, *infra*).

<sup>3</sup>These figures relate to North-Western Province and Oudh in 1886; it is possible that in this region, the present-day Uttar Pradesh, higher educational institutions were fewer in this early stage of growth and hence more staff was needed for inspection of schools than for teaching in colleges. The source of the statistics: Note by Sub-committee (education), *P.S.C. Progs.*, 1886-87, (Document no. 13, *infra*).

<sup>4</sup>Based on Statistics in Table I, *Report of Education Commission, 1882-83*, chapter VII (Document no. 1, *infra*).

from one teaching job to another was from the 'departmental point of view' unexceptionable even if it interfered with the efficiency of teachers. For instance, Dr. Peterson, a Professor of Sanskrit, was transferred to the position of Professor of English Literature: "he had the greatest difficulty in bringing it home to the mind of the authorities that such a transfer would be tantamount to the close of his career as a Sanskrit Scholar. As the pay of both appointments was the same, it was for some time considered that his objections were most unreasonable."<sup>1</sup> Sir P.C. Ray in his autobiography recounts a similar incident: he was promoted from junior professorship in Presidency College, Calcutta to the Principalship of another college. Among his colleagues "a Principalship of a first grade college which involves executive power as also free commodious residential quarters is regarded as a coveted prize post", but he was reluctant to leave his research activities and therefore persuaded the authorities that he would prefer to remain a junior Professor.<sup>2</sup> In the following pages many other instances of this kind are mentioned where the incumbents meekly accepted similar 'transfer'.

### *Lack of Academic Specialisation*

It follows from the situation described above that opportunities for academic specialisation were almost non-existent. One would expect the contrary if genuine professionalisation of a academic work takes place. It is possible to argue that much greater degree of academic specialisation characterised the earlier indigenous system of higher education where, within the limits of the range of subjects open to traditional learning, specialisation extended to branches like logic (*Nyaya*), law (*Smriti*), grammar (*Vyakarana*), etc.

In British Indian educational services in the last decades of the 19th century some measure of specialisation did occur in the natural sciences and mathematics. But in other branches of studies the circumstances did not allow it, nor did the level of higher education approximate anywhere near enough to the 'home' model to justify in the eyes of the education authorities individual specialisation in an area of study. This appears to be a fair description of the picture in the 1880's: Personnel in education services, including those in the superior 'graded' ranks, were "required to discharge at different times the duties of Professors of different branches of learning, or Principals of Colleges, or Inspectors of Schools" and this employment "indiscriminately in these somewhat incongruous duties lessened their capacity for the efficient performance of any one of them". Nevertheless this was required by the exigencies of the service, caused by the need to fill up vacancies and giving members of the service due promotion in rank.<sup>3</sup>

<sup>1</sup>Sub-committee (education) on Bombay, *P.S.C. Progs. 1886-87* (Document no. 11, *infra*).

<sup>2</sup>Prafulla Chandra Ray, *Life and Experience of a Bengali Chemist*, Calcutta, 1932, p. 158.

<sup>3</sup>Note by Sub-committee (education) on Bengal, *P.S.C. Progs. 1886-87* (Document no. 7, *infra*).

The more clear-sighted members of the service saw what was wrong with the system. The Director of Public Instructions of Bombay Presidency, for example, conceded that even the best recruits, those from English universities, "come out directly after taking their degree and are not specialists . . . Specialists or Professors in the proper sense of the term, i.e. men who devote their lives to a single branch of study may be employed if the present college system gives place to the Scottish or German system . . ."<sup>1</sup> The system in vogue, so far as the government colleges were concerned, promoted general education—virtually an extension of secondary education and definitely averse to specialisation leading to research orientation. Thus it cannot be said that the government failed to promote specialisation; that was not even attempted for it was not a part of the overall design of collegiate education in India.

Another factor stood in the way of promotion of specialisation in areas of study and application to research by members of the educational services. This was want of funds.

### *Educational Finance*

Specialisation is expensive. In the government college "specialists alone could never work a college except at an enormous cost and unless they ceased to be specialists".<sup>2</sup> Unless the number of teachers was substantially increased specialists could not be accommodated in the system. Moreover, specialisation by way of research or even teaching was more expensive in the natural science areas. 'Suppose this is a test tube', Sir P.C. Ray is supposed to have said while holding up a finger—such was the state of the chemistry laboratory at Presidency College, according to Calcutta folklore.<sup>3</sup> Michie Smith, Professor of Physical Science at Madras Christian College (1886): "no laboratories exist here in which experimental science can be thoroughly taught and . . . the great expense involved in fitting up such laboratories will probably stand in the way of their being obtained for many years".<sup>4</sup> An additional reason why science specialisation was expensive was that teachers well-acquainted with recent developments had to be recruited from abroad.

Henry Dodwell, generally prone to be generous in his evaluation of British achievements in India, was severely critical of this aspect of the Indian Government's policy. "The Englishmen who governed India were picked and well-paid men, those who taught India were not. The ultimate

<sup>1</sup>Sub-committee (education) on Bombay, *P.S.C. Progs. 1886-87* (Document no. 11, *infra*).

<sup>2</sup>*Ibid.*

<sup>3</sup>P.C. Ray was able to persuade the Education Department to set up an adequate Chemistry laboratory in 1894: but what was granted to Presidency College, Calcutta, was not available to the majority of Colleges in India, P.C. Ray, *op. cit.*, chapter XIII.

<sup>4</sup>Mr. Michie Smith's views cited in note by Madras Sub-committee of P.S.C. vide Document no. 9, *infra*.

blame for this must rest on the shoulders of Government. Its educational policy has been distracted by incompatible objects. It proclaimed the need to educate India, but it tried to do so on the cheap . . . . The history of the Educational Service aptly illustrates the point, and goes some way towards accounting for the failure of the policy."<sup>1</sup>

It is not easy to estimate how much the resources invested in education came from government sources. According to one estimate in the early 1870's the picture was as follows. On the average in the three financial years 1870-72 the government of India's expenditure on education per annum (gross) was Rs. 65.77 lakhs; total expenditure from all sources, i.e., private as well as public sources including municipalities, was Rs. 107.5 lakhs and thus the share of government of India in total expenditure on education was about 61 per cent.<sup>2</sup> Even at this early stage of Crown Government a substantial share of education expenditure was borne by non-government sources. Further, the Government of India's expenditure on education was a miniscule portion of its total expenditure in the budget, about 1.3% on the average in the years 1870-72.<sup>3</sup>

According to estimates made by the economist C.N. Vakil there was a substantial increase in the Indian Government's educational expenditure from Rs. 87 lakhs in 1875 to Rs. 1.04 crores in 1885 and Rs. 1.37 crores in 1898.<sup>4</sup> However, these figures do not tell us what was the trend in real terms (that is to say, the estimate is not adjusted to take care of the fall in the value of the rupee over this long span of time). Another index used by Vakil is the per capita government expenditure: it was about 9 pies in 1875, 10 pies in 1885 and 11.3 pies in 1898 (i.e. Rs. 0.047, Rs. 0.052, and Rs. 0.058).<sup>5</sup> Subject to the qualifications mentioned above, one may compare this with A. Misra's expenditure estimate for 1920-21: Rs. 0.74 incurred by Government of India and Rs. 0.36 by the Provincial governments.<sup>6</sup> Although the Finance Department repeatedly aborted Education Department plans on grounds of financial stringency,<sup>7</sup> it seems likely that there was really an increase in the government's expenditure on education in the first decades of this century. In comparison public expenditure in the period covered in this volume (1879-96) was extremely inadequate. That public investments in education were at all perceptible and that government intervention mattered, was due to the extreme degree of concentration of

<sup>1</sup>H. Dodwell, op. cit., p. 203.

<sup>2</sup>Sabyasachi Bhattacharya, *Financial Foundations of the British Raj*, Delhi, 1971, Statistical Appendix, table 21.1, p. 322.

<sup>3</sup>Ibid., pp. 261, 322, tables 1.3 and 21.1.

<sup>4</sup>C.N. Vakil, *Financial Development in Modern India*, Bombay, 1924, p. 165.

<sup>5</sup>Ibid.

<sup>6</sup>A. Misra, *Education Finance in India*, London, 1962, pp. 510-23. This is expenditure per capita.

<sup>7</sup>Aparna Basu, *The Growth of Education and Political Development in India 1898-1920*, Delhi, 1974, pp. 96-97.

those investments in a handful of government institutions.

### *The Long View*

"As finance is the strongest of all elements of government", Sir Charles Trevelyan said in course of a celebrated conflict with the Finance Department, "it naturally absorbs and remoulds all the others."<sup>1</sup> The superior demands of the imperial system as a whole—the need to finance a large army and police and an expanding civil administration not to speak of the 'home charges'—overrode the demands of education department. Within this systemic constraint the education department pursued a development policy that was not ideal, but, as usual, was the best of all possible policies. But this was not the only cause of the inadequacies of the education endeavour by the end of the 19th century. Perhaps there was also an inadequacy of commitment to the education goals laid down by Sir Charles Wood (the 1854 Education Despatch) and other early 19th century stalwarts.

There were, even in the early nineteenth century, some among English opinion-leaders who were skeptical of Whig optimism in respect of education as a tool for changing India. James Mill, as Burston has shown in his study of Mill's philosophy of education, shared with utilitarians a regard for education as a means of promoting utilitarian ethic.<sup>2</sup> However, James Mill was pessimistic about the diffusion of education in India, first because it was likely to be very slow and also because it was not likely to have the socially transforming effect expected of it by the Liberals. James Mill had greater faith in legal and administrative instruments.<sup>3</sup> A similar frame of mind seems to prevail in the bureaucracy in the last decades of the 19th century.

In the post-Mutiny period there was also a change in British Indian civil servants' attitude towards India. Sir Henry Bartle Frere or Sir Charles Trevelyan (old 'Anglo-Indians', i.e., in the language of those times, Britons in life-long service in India) noticed with concern this lack of empathy with and loyalty to British India among the post-Mutiny generation of civil servants. Frere's private letter to Sir Charles Wood in 1861: "the sympathy which Englishmen. . . felt for the Natives has changed to a general feeling of repugnance if not of antipathy"; unlike the olden days now Englishmen, he said, were disinclined "to care for India."<sup>4</sup> Likewise Trevelyan noticed

<sup>1</sup>*Finance Department Proceedings*, Government of India, December 1860, no. 2, Minute by C. Trevelyan, 12 May 1860, cited in S. Bhattacharya, op. cit., p. xviii.

<sup>2</sup>W.H. Burston, *James Mill on Philosophy and Education*, London, 1973, chapters IV, VII.

<sup>3</sup>Eric Stokes, *The English Utilitarians and India*, Oxford, 1959, pp. 57-58 makes a very insightful point on this question, contrary to a widely accepted view that Macaulay carried to victory James Mill's ideas.

<sup>4</sup>H.B. Frere to Charles Wood 10 April 1861, John Martineau, *The Life and Correspondence of Sir Bartle Frere*, vol. I, London, 1895, pp. 336-41.

that now "members of the civil service look homewards" more than was desirable.<sup>1</sup> One can cite many other witnesses. Undoubtedly this new attitude marked out the post-Mutiny generation from the old Anglo-Indians. Probably this change in British attitude to India affected more than any other the educational endeavour, for by nature it is most sensitive to cultural attitudes.

By the 1870's there was possibly another factor in the attitudinal change in respect of educational policy. For example, Governor-General Mayo, in his private letters to his close friends and advisers, expressed fundamental doubts about the goal of the education policy. English education was not "diminishing the people's dislike to us and our Rule", he surmised.<sup>2</sup> "There is not a more discontented being in Hindoostan than the English Educated Baboo who has failed to obtain government employ."<sup>3</sup> If this was the scenario (and it was believed to be true and formed the basis of a common British interpretation of Indian nationalism) what was the point of pushing forward education?

For all these reasons, although early 19th century imperial ideology conceded a central position to Education in the agenda of the State, the late 19th century policy makers were far less certain of it. There seems to be a long run tendency of the bureaucratic mind, in relation to education as a policy goal, towards increasing skepticism and lack of commitment in practice. In its operation the education policy, of which the chief instrument was the education service, endowed the country with a system flawed in many ways: a system characterised by racial discrimination in recruitment, less consistently but generally discriminatory to natives of the country in terms of service, bureaucratic in its ethos, providing little opportunity for academic specialisation oriented towards research, and hamstrung by resource constraints.

Another long-term trend was the development of an increasingly strident criticism of the educational system from the nationalist point of view. In part it was directed against the educational service, "invidious distinctions based upon racial and political considerations" in the service (P.C. Ray), "the crime of colour" (A.M. Bose), the "distinctly subordinate position" (G.K. Gokhale) of the Indian members of the service irrespective of merit.<sup>4</sup>

<sup>1</sup>*Finance Department Proceedings*, Government of India (L & P) no. 33, C.E. Trevelyan's *Minute*, 28 October 1893, cited in S. Bhattacharya, op. cit., p. 14. On this attitudinal change see T.R. Metcalf, *The Aftermath of Revolts, India 1857-1870*, Princeton, 1964.

<sup>2</sup>Mayo to Erskin Perry, 26 July 1870, Private Papers of Lord Mayo, bundle 35, no. 213 (Add. 7490, Cambridge University Library), and Mayo to Sir William Muir, 4 August 1870, nos. 35-222.

<sup>3</sup>Mayo to Argyll, 17 October 1869, nos. 37-285. Mayo Papers.

<sup>4</sup>P.C. Ray op. cit., p. 161; A.M. Bose's Speech in Proceedings of the 12th session of the Indian National Congress, Calcutta, 1896, moving resolution cited earlier, *supra*; p. x, fn. 3, G.K. Gokhale, op. cit., p. 448. Ray who served in the Provincial education service provides the best participant's account of the service from within.

In part the criticism was more broadly conceived, relegating to the background these resentments, and raising basic policy issues. The Indian National Congress passed about half a dozen resolutions on education policy in the period under survey, i.e. till 1896. One set of these resolutions (1888, 1892, 1895) urged increased public expenditure on education, which is in line with nationalist economists' demand for developmental investments. Another set of demands related to better utilisation of education funds (resolutions of 1887, 1888, 1892, 1895), particularly for technical education "having regard to the poverty of the people".<sup>1</sup> There develops gradually a systematic critique of education which begins, during the Swadeshi movement in post-1905 Bengal and analogous movements elsewhere, to posit an alternative: 'National Education'. That is the theme of the next volume in this series of selected documents.

\* \* \*

I would like to thank Prof. S.C. Ghosh of the Zakir Husain Centre for Educational Studies for the painstaking job he has done in editing this volume, particularly in providing the footnotes which contain much biographical information on the personalities who are mentioned in the text; he was also kind enough to put up with suggestions made by Dr. Satish Saberwal and me in respect of the original MS. version of this volume. I also thank Dr. Mallar Ghosh, Mr. Joseph Bara and Dr. B.M. Sankhdhar who collected the documents and provided editorial assistance. Finally, I gratefully acknowledge the advice and support we have received from the members of the Advisory Committee of the Educational Records Research Unit of the School of Social Sciences.

*New Delhi*  
31st July 1991

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<sup>1</sup>D. Chakrabarty and C. Bhattacharya, *Congress in Evolution: a Collection of Resolutions, from 1885 to 1934*, Calcutta, 1935, pp. 128 *et. seq.* It is interesting to notice that the Indian Education Service which was abolished in 1924 was sought to be revived, in somewhat different circumstances in the post-independence period, by the Education Commission of 1964-66, *Report of the Education Commission, 1964-66*, Chairman: D.S. Kothari, New Delhi, 1971, paras 18.43-18.44.

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## INTRODUCTION

One of the major contributions of the British rule in India is the establishment of a modern academic profession in India which had profoundly influenced India's social, political, cultural and intellectual developments and had ultimately led to the growth of Indian nationalism. The process started in the year 1854 with the Education Despatch of 19 July 1854 directing the creation of the Departments of Education in each Presidency.<sup>1</sup> In keeping with this spirit, nine Departments of Education came to function by 1876-79 in the whole of British India: Bengal, Bombay, Madras, North-Western Provinces and Oudh, Punjab, Assam, Central Provinces, Hyderabad Assigned Districts and Coorg.

However, the personnel employed to man the Education Departments were not happy. The Educational Service like the Covenanted Civil Service, demanded much culture and talent from them while it could not offer the privileges belonging to the latter. The facilities it offered, therefore, failed to attract the properly qualified and experienced persons for discharging the duties of the higher posts. Higher posts were, however, open to the Covenanted Civil Servants, but the latter for obvious reasons very rarely joined the Education Departments.

The first attempt to attract better qualified persons to it was made by E.I. Howard, Director of Public Instruction (DPI), Bombay, whose proposal for granting seniority allowance to professors in the colleges at Bombay and Poona met the government's sanction in 1864.<sup>2</sup>

The second step was taken by W.S. Atkinson, DPI, Bengal, who came out with the scheme of introducing graded system of appointment in Bengal.<sup>3</sup> His scheme got final approval from the Government of India in June 1865.<sup>4</sup> Graded service was introduced in Bengal in the same year, that is 1865.<sup>5</sup> The third and perhaps the most significant step towards the

<sup>1</sup>J.A. Richey ed., *Selections from Educational Records*, part I, pp. 368-70.

<sup>2</sup>J.P. Naik and S.C. Ghosh eds., *Development of Indian Educational Service 1859-79*, Document nos. 1, 2, 3 and Enclosures therein.

<sup>3</sup>*Ibid.*, Enclosure in Document no. 4.

<sup>4</sup>*Ibid.*, Document no. 14.

<sup>5</sup>*Ibid.*, Document nos. 15 and 16.

improvement of the standard of the Educational Service was taken by Alexander Grant. He proposed to create an "Upper Educational Service", in the Bombay Presidency broadly on the lines of the Covenanted Civil Service.<sup>1</sup> This excellent proposal, though highly appreciated and accepted by the Bombay Government, did not receive the sanction of the Government of India<sup>2</sup> and the Secretary of State also declined to create a Special Educational Service for the Presidency. The Secretary of State, however, attached much importance not only to the maintenance of an efficient Educational Service throughout India, but also to the improvement of the service conditions of its members and the introduction of the principle of graduated salaries.<sup>3</sup>

On 13 January 1869 a Resolution was passed in the Education Department sanctioning a revised and graded scale of salaries for superior Educational Officers of the Education Department throughout India except those in Bengal.<sup>4</sup> And the Governor General in Council authorised payment of the increase of salary with effect from the beginning of 1870-71.<sup>5</sup>

Thus with the introduction of the graded scales of pay in all the Provinces of British India the first major grievance of the European Officers of Education Departments regarding salary was eliminated.

The next demand was for certain improvements in retirement benefits for officers in the Education Department as well as modification of leave and pension rules for Uncovenanted Civil Servants. This issue was discussed by the Government of India with various Provincial Governments, but was later linked with the proposed liberalisation of pension rules for the Uncovenanted Civil Service as a whole. In the meantime 4,000 Members of the Uncovenanted Service in the Presidencies of Bengal, Madras, Bombay, North-Western Provinces and Punjab gave a petition praying for certain improvements in their service conditions and retirement benefits.<sup>6</sup>

This resulted in the Minute dated 8 June 1861 by Lord Canning<sup>7</sup> which contained among other things the suggestion of admission of the Uncovenanted Officers of the Covenanted Service and on the advisability to open the Covenanted Civil Service to the members of Uncovenanted Service. Members of the Uncovenanted Service obtained another "major victory and a fundamental right of great significance" with the passing of an Act (24 and 25 Vic., Cap 54)<sup>8</sup> by Parliament amending the law providing for the admission under special circumstance of persons not in the Covenanted

<sup>1</sup>Ibid., Enclosure I in Document no. 22.

<sup>2</sup>Ibid., Document nos. 23, 25, 27 and 32.

<sup>3</sup>Ibid., Document no. 33.

<sup>4</sup>Ibid., Document no. 36.

<sup>5</sup>Ibid., Document no. 40.

<sup>6</sup>Ibid., Enclosure in Document no. 53.

<sup>7</sup>Ibid., Document no. 55.

<sup>8</sup>Ibid., Document no. 60.

Civil Service to offices ordinarily held by members of that service.

The demand of educational officers for better pension conditions was also partially granted<sup>1</sup> and the regulations under which educational officers of the graded service could obtain furlough and pension were embodied in the Leave and Pension Codes of the Government of India. Ages for recruitment and retirement for officers in the Department were also prescribed.<sup>2</sup> The grievance of the European officers recruited to the senior posts in the Department that they had no appropriate rank and social precedence was also redressed when the Warrants of Precedence were revised and the Royal Warrant of Precedence was issued in 1876.<sup>3</sup> Subsequently a list of all graded officers of the Educational Service for the entire British India was compiled.<sup>4</sup> Thus by 1879, most of the problems pertaining to the officers in the Education Department had been tackled and in 1879 when the Secretary of State enquired how these new conditions of employment were working out, the Directors of Public Instruction of all the Provinces were unanimous in asserting that the financial prospects of the members of the graded service had improved to a considerable extent and the benefits of the uncovenanted service were now sufficient.<sup>5</sup>

## II

"The grading", Irene Gilbert says rightly, "served its purpose. As time passed, there were fewer Professors without University degrees than there had been in earlier days."<sup>6</sup> Status of the Education Department was raised and with the revision of salary scales it was found possible to attract to an educational career in India many men of considerable distinctions and highest academic attainments in the Universities of Great Britain.<sup>7</sup>

The graded service was originally intended to attract competent men from the English Universities but as the Indians had themselves qualified for posts in the Education Department, they were gradually finding themselves in the Graded Service in increasing numbers. In Bengal, for instance, in 1882, out of a total of 39 officers, 7 were Indians. In other Provinces though the number of Indians was smaller yet a few were always to be found in all the larger Departments.

But the new system was not able to do away with some of the inherent weaknesses of the Educational Services. There was no noticeable improvement

<sup>1</sup>Ibid., Document nos. 67 and 68.

<sup>2</sup>Ibid., Document nos. 100 and 101.

<sup>3</sup>Ibid., Document no. 112.

<sup>4</sup>Ibid., Document no. 127.

<sup>5</sup>*Home-Education, A Proceedings*, June 1879, nos. 16-40.

<sup>6</sup>Irene Gilbert, *Indian Educational Services 1864-1924*, in Susanne Hoeber Rudolph and Lloyd Rudolph eds., *Education and Politics in India*, p. 324.

<sup>7</sup>Document no. 1

in the recruitment procedures. Moreover, the graded system of appointments worked to hasten the unnecessary bureaucratization of educational services.<sup>1</sup> Promotion in it was sometimes very slow, sometimes unexpectedly rapid. In 1882, for example, as the Indian Education Commission reported, in Bombay where there were ten appointments in the three higher classes compared to six in the lowest, an officer's chance of promotion was nearly 2 to 1. In Bengal, where there were 20 appointments in the lowest class and only 19 in the higher classes, he had scarcely an even chance of promotion.

This inequality arose from the fact that the additional appointments made in the immediate past to the classified list of the Bengal Department had been nearly all in the fourth class.<sup>2</sup>

Moreover, in some of the Provinces officers in the first class were very limited. In the Punjab there had been no such officers while the North Western Provinces had only one. Some of the officers also complained that the number of Inspectors was inadequate. Regarding pension rules also the educational officers were feeling that since the educational officers came under the general term of the "Uncovenanted Servants", they had a lot to suffer in this respect by the application to them of a name originally intended to denote a body of men with other qualifications and duties.<sup>3</sup>

Another major point was: the Directorship of Public Instruction was the highest post that an educational officer could attain. Provincial Governments preferred an Inspector to a Professor for the post with the result that some Professors and Principals started to have some discontent against the system which meant promotion of Directorship mainly to the Inspectors. By 1879, as Gilbert points out, only two Principals could become DPI, R.T.H. Griffith and K.M. Chatfield, both of whom served as Inspectors at some time or other.<sup>4</sup>

Among the Indians a feeling was gradually growing that they ought to be appointed more generally to responsible posts in the Department. Originally they were entitled to equal pay with their European colleagues but after 1881 they were entitled to two-thirds of the salary the Europeans in the Imperial Service received.<sup>5</sup>

This was another point of agitation and a demand was being put forward to investigate these matters and reorganise the Educational Service in this light. The first step in this direction was made by the Indian Education Commission of 1882.<sup>6</sup> Though the Commission's first concern was to

<sup>1</sup>Irene Gilbert, *op. cit.*, p. 325.

<sup>2</sup>Document no. 1.

<sup>3</sup>*Ibid.*

<sup>4</sup>Irene Gilbert, *op. cit.*, p. 326.

<sup>5</sup>Document no. 1.

<sup>6</sup>This was the first Education Commission and was appointed by the Resolution of the Government of India on 3 February 1882. For the text of the Resolution see Appendix A, *Report of the Indian Education Commission, 1882-83*.

enquire "the present state of elementary education and the means by which this can everywhere be extended and improved", it also dealt with other aspects of education including the Education Department. It reported about the constitution of the Department in the different Provinces of India, considered the conditions of the services of graded officers, admission of Indians to the Graded Service and Subordinate Graded Service of Bengal and Bombay and presented its recommendations for the improvement of the Educational Department. Its main recommendations were as follows:<sup>1</sup>

That native and other local energy be relied upon to foster and manage all education as far as possible, but that the results must be tested by departmental agency, and that therefore the inspecting staff be increased so as to be adequate to the requirements of each Province.

That the remuneration of the subordinate inspecting officers be reconsidered in each Province with due regard to their enhanced duties and responsibilities. That as a general rule, transfers of officers from Professorships of colleges to Inspectorship of schools, and vice versa, be not made.

That it be distinctly laid down that native gentlemen of approved qualifications be eligible for the post of Inspector of Schools, and that they be employed in the capacity more commonly than has been the case hitherto.

That Inspectresses be employed where necessary for the general supervision of Government, aided, and other girls' schools desiring inspection.

That in every Province a Code be drawn up for the guidance of Inspecting Officers.

The Commission, however, did nothing to do away with the system of two-thirds rule but recommended that when an educational officer entered the higher graded service of the Education Department, his promotion should not involve any loss of pay. Most of the proposals of the Education Commission were generally approved by the Governor-General in Council. The Council approved that "native gentlemen of approved qualifications be eligible for the post of Inspector of Schools, and that they be employed in that capacity more commonly than has been the case hitherto. That Inspectresses be employed, where necessary, for the general supervision of Government-aided and other girls schools desiring inspections."<sup>2</sup>

The recommendations made by the Education Commission "good as they were, were rather tame" as pointed out by Nurullah and Naik, "and therefore not much was done as a result thereof to improve the situation."<sup>3</sup>

Grievances of the Indians and the British continued and sometimes increased. But when the Public Service Commission was convened in 1886 to study the Government Services in India, people had an opportunity to give expression of their grievances in words.

The Public Service Commission's basic purpose<sup>4</sup> was to make an enquiry

<sup>1</sup>See Document no. 2.

<sup>2</sup>See *Home-Education, A Proceedings*, November 1884, no. 37.

<sup>3</sup>Syed Nurullah and J.P. Naik, *A History of Education in India*, p. 236.

<sup>4</sup>Document no. 3.

into and report upon the question of the admission of the Indians to the various branches of the Public Service connected with the civil administration of the country. It was a fifteen-member-Commission<sup>1</sup> including the President Sir Charles Aitchison after whose name the Commission later became better known as Aitchison Commission.

Besides the main body, for each of the Special Departments, the Commission was divided into Sub-Committees.<sup>2</sup> Sir Charles Turner acted as the Chairman of the Educational Sub-Committee which met in Calcutta, Madras, Bombay, Allahabad, Lahore. The Sub-Committee in each Province heard the testimony of the Departmental Members, Missionaries and Indian Educationists and locally prominent Indian citizens.<sup>3</sup>

The Sub-Committee discussed thoroughly the extent to which European Professors were to be retained in Colleges. By 1887 Professors of Colleges were mostly Englishmen. There were Indian Professors too but most of them had an English University Degree. Exceptions, of course, were there. Lal Behari De, for example, had no English University Degree, but he was "a writer of English books of repute."<sup>4</sup> Though some felt that Indians could make good Professors, the general feeling was for recruitment of Professors from England.

"Given certain qualifications", as Alfred Croft, the Director of Public Instruction, Bengal, pointed out, "it is immaterial whether the possessor of them is a Native of England or a Native of India. But because these qualifications are generally confined to graduates of English Universities, it follows that Professors of Colleges are for the most part Englishmen." He further suggested, "we must procure our Professors from England so long as the standard of instruction in English Universities is higher than it is in the Universities of India."<sup>5</sup>

Dr. P. Peterson, Professor of Sanskrit at the Elphinstone College, would have all the Professors brought from Europe. He thought that if Sanskrit was to be studied in India with the same scientific precision and fruitful results as other branches of European learning, it stood in need of a live contact with European thought in the same way, though not perhaps to the same extent, as any other subject. He also commented, "an English Scholar not only brings with him a certain amount of education that a Native scholar may have in an equal or greater degree, but he is, supposing he is well chosen, a man imbued with the spirit of European thought."<sup>6</sup>

Regarding Oriental Languages and Mathematics, however, some of the

<sup>1</sup>For the constitution of the Commission see *Home-Public, A Proceedings*, November 1886, nos. 111-29 and for the Resolution appointing the Commission see Document no. 4.

<sup>2</sup>See Document no. 5.

<sup>3</sup>*Appendices to the Report of the Public Service Commission, 1886-87*, pp. 19-21.

<sup>4</sup>See Document no. 7

<sup>5</sup>*Ibid.*

See Document no. 11.

witnesses thought that Indians were competent enough to teach these two subjects. Dr. Bhandarkar who was teaching Oriental Languages in the Deccan College stated that Indian graduates could be found to teach up to the M.A. Course in Oriental subjects and perhaps in Mathematics but he would have one college in the Province in which Mathematical Professor should be from Europe.<sup>1</sup>

While laying stress on the necessity of obtaining Professors from England, it was pointed out that the system of recruitment adopted by the Secretary of State was not such as to attract the best men. Advertisements for the posts came out in England only and only persons who happened to be disengaged at that particular time could apply for them. It was also pointed out that appointments were not made in communication with Heads of the Colleges.<sup>2</sup> Moreover, it was pointed out that Rs. 500 a month was not too alluring for an Englishman to leave his homeland and specially if he be a scientist. It was also alleged that in the case of an Indian University no applications were invited and what the India Office was doing was to refer to some Professors and others with whom they had been intimate.<sup>3</sup>

Professors, all the witnesses agreed, being a class who would be in some way or other responsible for the upliftment of the standard of education in the country, should be of some dependable qualities. But by this did it mean that they ought to be Specialists? White, while pointing out the importance of Professors being Specialists made the following remarks: "A College Professor here, as in Europe, should be a specialist, and should be appointed with reference to his special mastery of his subject. We require the Chairs in our Colleges to be filled by men who are devoted to the pursuit of a branch of knowledge, and who in imparting instruction to their students do not forget that part of the duty of the Professor is to work for the advancement of knowledge."<sup>4</sup> He carried the same idea further when he said: "Even the Chair of the English Language and Literature requires to be filled by a specialist, if the subject is to be treated in a manner worthy of a University and the present advanced state of this branch of study."<sup>5</sup>

The same idea prevailed in the mind of Babu Pratul Chunder Chatterji, a Pleader in the Chief Court, Punjab and a Member of Senate of the Punjab University who remarked, "I am, however, strongly of opinion that the Professors should be engaged for specific subjects, and that they should not be transferred to other Chairs for the sake of higher emoluments."<sup>6</sup>

On the other hand, Chatfield, DPI, Bombay, pointed out that specialists in the real sense of its term, that is, men who devoted their lives to a single

<sup>1</sup>See Document no. 11.

<sup>2</sup>See Document no. 7.

<sup>3</sup>See Document no. 9.

<sup>4</sup>Document no. 13.

<sup>5</sup>Enclosure II in Document no. 14.

<sup>6</sup>Document no. 16.

branch of study "could never work in a College except at enormous cost and unless they ceased in part to be specialists." Moreover, "in Indian Colleges there is the difficulty which arises from frequent absence because of sickness or furlough, and it would be practically impossible for the Department to work a College with nothing but specialists on the staff."<sup>1</sup>

The witnesses differed as to whether Professors should be appointed for a limited term, say five years, without pension, with prospects of reappointment depending upon efficiency. Some witnesses thought that in order to have their appointments renewed the Professors should put on more hard and zealous work and the employers also should have a clear idea about their efficiency. "Such a terminable engagement," as White pointed out, "would ensure us against the danger of burdening the Department with men unfitted for service in India, and for the work we require."<sup>2</sup>

On the other hand it was urged that if such a condition was imposed, superior men of the standard wanted would not be induced to give up the prospect of employment in England even at a lower rate of emolument. As Dr. C.R. Stulpnegel, Inspector of European schools, throughout the Province of Punjab, explained, "I do not think that it is probable that good men would be induced to accept appointments as Professors in India for a limited term of years, seeing that, their engagements ended, they would have to begin life over again under far less favourable circumstances."<sup>3</sup>

As regards Inspectors, most of the witnesses were of the opinion that Indians should make capable Inspectors. Ananda Mohun Bose, India's First Wrangler, and an educationist to the core, who was a member of the Calcutta Bar and President of the Council of the City College, an Institute taught entirely by Indian graduates, gave the following evidence on the point: "I believe it will be generally admitted that a properly selected Native gentleman would be equally competent for the duties of Inspector as a European."<sup>4</sup>

Raja Peari Mohun Mukerjee, SCI, Additional Member of the Council of the Governor General for making Laws and Regulations, himself an M.A. in Physical Science and a B.L. of the Calcutta University, a Member and Honorary Secretary of the British Indian Association, and the Landholder, who supported 20 grant-in-aid schools, stated, "I wish to say that, in my judgement, the Inspector branch of the Service should be entirely manned by Natives, as they are fully capable for that work, and the class of school is not higher than a High School."<sup>5</sup>

In Madras, Dr. W.A. Wilson, Professor of Physical Science, Gustav Oppert, Professor of Sanskrit, E.H. Elliott, and Subrahmanya Aiyar, editor

<sup>1</sup>See Document no. 11.

<sup>2</sup>Enclosure II in Document no. 14.

<sup>3</sup>Document no. 16.

<sup>4</sup>See Document no. 7.

<sup>5</sup>Ibid.

of the *Hindu*, also thought that Natives might be employed altogether to a larger extent in the inspection of schools.<sup>1</sup>

In Bombay all the seven witnesses who were orally examined were unanimous in their opinion that Indian agency might be more largely employed than at present for the inspection of schools. Aditya Ram Bhattacharyya, Professor of Sanskrit, Muir Central College, thought that "inspection of schools, including Zillah and High Schools, can be better performed by 1st class Native graduates than by Europeans".<sup>2</sup>

In Punjab all witnesses agreed that the duties of inspecting Vernacular and Anglo-Vernacular Schools could be adequately discharged by trained and duly qualified Natives.<sup>3</sup>

There were, of course, some who were sceptic about the success of Indians as Inspectors. Flanagan, Principal of the Coimbatore College, was "opposed to the appointments of Natives of India as Inspectors at present."<sup>4</sup> Grigg, the DPI of Madras, also appeared opposed to the larger employment of Indians as Inspectors except those educated in Europe.<sup>5</sup> Reverend Bishop Caldwell thought that the time when Indians could be appointed as Inspectors of Divisions with full powers was yet to come.<sup>6</sup> Dodd, Inspector of Schools, North-Western Provinces while remarking that Indians could do the work of Inspectors also said that he had observed an inferiority in the schools which were under an Indian Inspector.<sup>7</sup>

While most of the witnesses thought that Indians were fit to be Inspectors, they also supported the view that Inspectorships should be a completely separate body. White, the Director of Public Instruction, North-Western Provinces, explained thus:

"For the Inspector it is sufficient if his acquirements are those ordinarily possessed by English gentlemen who have graduated at their Colleges; and that they have had the experience of school management, which is a necessary preliminary to the efficient performance of an Inspector's duties. But for the Professor we require the one preliminary qualification that he shall be a master of his subject, and he may be then safely set to teach it. Any interchange therefore between the two branches of this Department should be avoided, and regarded as merely a makeshift due to imperfect organization."<sup>8</sup>

The witnesses were very critical about the graded system. Grigg, the Director of Public Instruction, Madras, was of opinion that so far as

<sup>1</sup>See Document no. 9.

<sup>2</sup>See Document no. 11.

<sup>3</sup>See Document no. 16.

<sup>4</sup>See Document no. 9.

<sup>5</sup>See Document no. 10.

<sup>6</sup>Ibid.

<sup>7</sup>See Document no. 13.

<sup>8</sup>See Enclosure II in Document no. 14.

Professorship was concerned, the present system of graded promotion as well as of long service was radically wrong, and so far from operating in the direction of securing men of higher literary or scientific attainments for the service of the government, it had an opposite effect. He, therefore, concluded that the system of graded promotion has outlived its usefulness.<sup>1</sup> Grigg's view was shared by most of the witnesses. Mackenzie, the Chief Commissioner of the Central Provinces said that it was essential to get rid as soon as may be of the Educational Graded Service, with its expensive claims and Privileges.<sup>2</sup>

John Bradshaw, Inspector of Schools, Madras, elaborated upon the subject: "I consider the graded system is unsatisfactory because promotion in it is uncertain and dependent entirely on death or retirement—in some cases abnormally rapid, in others long deferred—while in other services, such as the Medical or Ecclesiastical, a man knows that if he does his work for years he will, get something more."<sup>3</sup>

In the case of Indians, objections were raised against the injustice of the two-third rule when applied to Indian officers promoted to the graded list who have served long and efficiently in the lower branch of the Department. H. Grigg, the Director of Public Instruction, Madras, said that its operation acted as a positive check on ambition and consequently on Indians' obtaining eminence as teachers or Inspectors and consequently they looked for a better job outside the Department.<sup>4</sup>

The witnesses maintained the view that every Province should have a model College equipped with best of staff who could impart instruction of the highest standard. This was explained by T.C. Lewis, who was the Principal of the Lahore Government College, in the following words:

"I think it is most important that there should be in each Province one College maintained by the Government or by permanent endowment, and equipped with the best Professorial staff, to serve at the same time as an instrument for imparting the highest education and as a model to which the other collegiate institutions should work up."<sup>5</sup> Pratul Chunder Chatterji, M.A., B.L., Pleader in the Chief Court, Punjab and a Member of the Senate of the Punjab University, also remarked, "I am desirous of expressing my opinion that it is desirable that there should be one College provided with the best available tutorial staff to serve as a Model for the Province."<sup>6</sup> Almost same thing was told by Lala Sagor Chand, B.A., Acting Assistant Professor, Lahore College, using only different words: "I consider we should have at least one College in the Province officered by the most

<sup>1</sup>See Document no. 10.

<sup>2</sup>See Document no. 18.

<sup>3</sup>See Document no. 9.

<sup>4</sup>See Document no. 10.

<sup>5</sup>See Document no. 16.

<sup>6</sup>Ibid

efficient teaching staff obtainable.”<sup>1</sup> Lala Hari Singh, Assistant Inspector of Schools, Punjab suggested the same thing, “I am in favour of having at least one most efficiently taught College in every Province as a standard to which other colleges and schools in the Province may aspire.”<sup>2</sup>

Some Provinces put forward their specific demands. Punjab demanded that educational officers in the Provinces should have some educational appointments of the first grade to look forward to. The officers also demanded for improvement of service conditions.<sup>3</sup>

Regarding the pension rules, the Educational Officers were not satisfied. Gustav Oppert, Professor of Sanskrit at the Madras Presidency College, remarked,<sup>4</sup> “The pension of an Educational officer is dependent on the grade to which he belongs. This limitation is objectionable. At this moment as I am still in the third grade, I can, if invalided, only draw 2,000 a year, while if I were in the second grade, I should draw 3,000. In the Public Works and Ecclesiastical Departments pensions can be obtained after a certain number of years, but in the Educational Department, pensions are only given if a person is invalided before his time after 12 or 15 years service or if he retires at 55 or 60 years of age. A fixed graduated scale of pensions to be paid in English pounds sterling is a necessity for European Educational officials, as the value of the rupees is rapidly falling, while in India the rupee has pretty much retained its original value.”

John Bradshaw also expressed his opinion the same way<sup>5</sup>: “Again, the pension rules of the Uncovenanted Service are not suitable for the class of men who are to be employed in the Educational Department, not only in consequence of the length of the service required, but because the amount of the pension depending on the amount of salary enjoyed by the officer for the five years previous to his becoming entitled to pension, many men are induced to hand on who might have retired, and so cause a block in promotion. At present it is necessary that a man should draw 1,000 a month to qualify him for full pension. Again, the retention of men over 55 years of age who have qualified for the higher pension is unfair to the rest.”

The views of the witnesses were taken into consideration by the members of the Aitchison Commission. Ultimately in 1888 the Commission presented its recommendations<sup>6</sup> including those for the improvement of the existing Education Department.<sup>7</sup>

The general recommendations which were applicable to Educational Department were as follows:<sup>8</sup>

<sup>1</sup>Ibid.

<sup>2</sup>Ibid.

<sup>3</sup>Ibid.

<sup>4</sup>See Document no. 9.

<sup>5</sup>Ibid.

<sup>6</sup>See *Report of the Public Service Commission, 1886-87*, pp. 107-11.

<sup>7</sup>See Document no. 24.

<sup>8</sup>See *Report of the Public Service Commission, 1886-87*, pp. 107-11.

That the existing Statutory system has failed to fulfil the expectations anticipated from it; that it is for sufficiently good reasons condemned, not only by particular sections of the Native community, but also by the very large majority of officials, both European and Native, who have had practical experience of its working; that it should be abolished, and that Section 6 of the Statute 33 Vic., Cap. 3, should be repealed.

That Section 3 of the Statute 24 and 25 Vic., Cap. 54, should be so amended as to provide for special appointments being made to offices specified in the Schedule on account of exceptional merit and ability proved in the Public Service, and to judicial offices specified in the Schedule on account of exceptional merit and ability proved in active practice as a barrister, advocate, or pleader of a High Court, as well as "under the special circumstances of the case".<sup>1</sup>

The local recruitment should be made separately by the Local Governments of the several Provinces to meet their own special requirements, and that the service so recruited should be called the "Provincial Civil Service".<sup>2</sup>

That members of the Imperial and Provincial services should, as far as possible, be put on a footing of social equality and that, when they occupy similar offices, they should be graded together in the official precedence list.<sup>3</sup>

That, in view of the probability of promotion from the Subordinate Service to the Provincial Service, the rules for the recruitment of the Subordinate Service in each Province should be carefully revised in such a way as to adapt them to the altered circumstances which will be introduced if the general recommendations of the Commission are accepted; that the greatest care should be exercised in the selection of Tahsildars and similar classes of officers, and that Tahsildars should not be appointed without careful preliminary training in a post which will fit them for the duties of the higher office.<sup>4</sup>

That, for the purposes of the recruitment of the Provincial Service, no uniform system applicable to all Provinces can at present be recommended, but that a system of open competition should be adopted wherever the Government of India considers it not inexpedient, and that, where open competition is considered unsuitable, a system of competition among candidates previously selected is preferable to a system of nomination, provided that the number of candidates selected for each vacancy is sufficient to make the competition a real one.<sup>5</sup>

That the recommendations of the Commission regarding the creation of a Provincial Service and the recruitment of that service are subject to due consideration for the rights of existing incumbents of all classes of

<sup>1</sup>Paragraph 78 of Report.

<sup>2</sup>Paragraph 75 and 84 of Report.

<sup>3</sup>Paragraph 75 of Report.

<sup>4</sup>Paragraph 82 of Report.

<sup>5</sup>Paragraph 82 of Report.

appointments which may be affected by its proposals.<sup>1</sup>

That Statutory Civilians in actual service should be absorbed into the Provincial Service in such positions as, having regard to the circumstances of each case, the Government of India may consider to be equitable.<sup>2</sup>

The recommendations of the Commission as to the Education Department are contained in paragraph 99 of the Report and in recommendations 58 to 64 of chapter X.<sup>3</sup> They are:

- (1) that recruitment should be made in England for:
  - (a) Principalships of Colleges;
  - (b) Professorships in those branches of knowledge in which the European standard of advancement has not been attained in India; and
  - (c) a smaller number of Professorships than at present;
- (2) that ordinarily the recruitment of Professors should be of specialists, and, when practicable for a term of years with power of re-appointment;
- (3) that the remuneration of officers recruited in England should be fixed with reference to the attainment required and the duties to be performed in each case;
- (4) that the present graded list of the superior branch of the Department should be abolished due regard being paid to the interests of existing incumbents;
- (5) that all other educational appointments should be filled up locally by the present modes of recruitment on the general principles and conditions of the Provincial Service;
- (6) that there should be in each Presidency and in the larger provinces at least one college capable of teaching up to the highest European Standards under an European Principal, and that the same object should be kept in view, as far as possible, in smaller colleges;
- (7) that the inspection of schools and colleges should be carried out by an agency separate from the teaching staff and recruited from a different source.

The final report of the Public Service Commission was submitted on 21 December 1887 and copy of it was forwarded to the Government of India by the Secretary, Public Service Commission on 18 January 1888.<sup>4</sup> The Government of India in reply informed the latter that the consideration of the report would unavoidably occupy a considerable time but that it would receive the early attention of the Government of India.<sup>5</sup> Earlier on 24 January 1888<sup>6</sup> the Government of India had informed the Secretary of State that "some little time must necessarily elapse before we shall be in a position of forming our views" regarding the recommendations made by the Commission.

<sup>1</sup>Paragraph 86 of Report.

<sup>2</sup>Paragraph 87 of Report.

<sup>3</sup>See *Report of the Public Service Commission, 1886-87*, p. 112.

<sup>4</sup>*Home-Public, A Proceedings*, March 1888, no. 322.

<sup>5</sup>*Ibid.*, no. 328.

<sup>6</sup>*Ibid.*, no. 323.

Accordingly, in March 1888 the Home Department invited the local Governments and Administrations to give their views upon the Commissions' proposals in regard to these Departments.<sup>1</sup> Their replies were received by July 1888. Sir Stewart Colvin Bayley, Lieutenant Governor of Bengal, in his Minute dated 4 May 1888<sup>2</sup> promised to give a report on Bengal's views on the Commission's proposals regarding the Education Department. This, however, was not given by him but the Bengal Government submitted its views as to the proposals made by the Finance Committee<sup>3</sup> for reductions in the Superior and Subordinate Graded Service of the Education Department. The Government of India accepted the recommendations of the Finance Committee as regards the inspecting agency and observed that "in future Inspectors of Schools will, as a rule, be selected from the ranks of Subordinate Educational Service."<sup>4</sup> The effect of these recommendations upon the graded list would be the reduction of the number of Inspectors in the Superior Graded Service from 5 to 1.

The Madras Government in its letter dated 5 June 1888<sup>5</sup> suggested a scheme which would cost less than the graded list and at the same time would give satisfaction to the officers concerned. The scheme was this: graded list could be abolished: (1) if Inspectors were placed on a separate list; (2) if definite salaries with suitable increments were attached to the Principalships of the three more important Colleges, at the Presidency, Kumbakonum and Rajahmundry; (3) if the remaining officers who would fill the Professorships were allowed incremental salaries rising to Rs. 1,000.

The Bombay Government in its reply (letter dated 7 June 1888)<sup>6</sup> intimated that it had no objection to the abolition of the graded list provided the officers now included in it were provided with promotion in accordance with legitimate expectations based on past experience. It objected to the restriction of recruitment from England recommended by the Commission.<sup>7</sup> The Bombay Government gave a qualified assent to the proposal about recruitment of specialists from Europe but would not restrict the field for recruiting them to England. It also suggested the interchangeability of Indian and English Professors so far as the North-Western Provinces was concerned, Sir Auckland Colvin (Minute of 17 May 1888)<sup>8</sup> concurred in the proposals regarding the Education Department. He remarked "it will be in

<sup>1</sup>Document no. 25.

<sup>2</sup>Enclosure in Document no. 27.

<sup>3</sup>Document no. 26.

<sup>4</sup>Document no. 28.

<sup>5</sup>Document no. 40.

<sup>6</sup>Document no. 50.

<sup>7</sup>Later, however, Government of India itself (paragraph 13 of Home Department Resolution of 17 August 1889) declared that Head Masters of the High Schools should be more generally recruited from England.

<sup>8</sup>See *Home-Education, A Proceedings*, September 1889, nos. 17-72.

<sup>9</sup>Enclosure in Document no. 56.

the recollection of the Government of India that it recently expressed a desire for more English Masters in the High Schools, and the question of the mode of recruitment of these Masters may seem to some extent to conflict with the limitation of recruitment indicated in paragraph 58, chapter X."

The views of the Lieutenant-Governor of the Punjab, Sir James Lyall were expressed in the letter from the Government, dated 7 September 1889.<sup>1</sup> He was of opinion that the graded system should be maintained if it was not practicable to obtain competent Professors for limited periods. Sir James was opposed to the proposal to recruit Professors for temporary service. He approved of the Commission's proposal that each Province should have one College with a staff of Professors capable of teaching upto the highest European standard, under a European Professor and he would appoint Indians as Professor when competent. He thought that Indians would sooner become competent in Law, Philosophy, and Mathematics. As regards Inspectorships one Inspector at all events should continue to be a European for the purpose of supervising European Schools. He was not prepared either to abolish the graded system or having different methods for the recruitment of Professors and Inspectors, respectively.

A. Mackenzie, Chief Commissioner of the Central Provinces in his Minute of 31 March 1888<sup>2</sup> reiterated the view earlier expressed by him as a witness to the Sub-Committee (Education), Public Service Commission.<sup>3</sup> He thought that the graded system was costly and that Professors did not make good Inspectors. He would not recruit in England persons for Inspectorship unless it was for the Inspectorships of European Schools and that too in the manner proposed in paragraph 59 of the Report for Specialist.<sup>4</sup> He concurred in all other proposals of the Commission regarding the Educational Department.

The Assam Government<sup>5</sup> (letter dated 27 April 1888) fully accepted the Commission's scheme regarding the Educational Department. The Berar Government (letter dated 16 May 1888)<sup>6</sup> reported that the Department in the Hyderabad Assigned Districts was already an Indian one.

In October 1888<sup>7</sup> a despatch was sent to the Secretary of State enclosing all the local Governments' views regarding the report of the Public Service Commission, who replied in his despatch dated 12 September 1889.<sup>8</sup> In March 1890, the Government of India sent to the Secretary of State copies of the letters issued to local Governments with the object of carrying into

<sup>1</sup>Document no. 66.

<sup>2</sup>Enclosure in Document no. 71.

<sup>3</sup>Document no. 18.

<sup>4</sup>*Report of the Public Service Commission, 1886-87*, p. 112.

<sup>5</sup>Document no. 78.

<sup>6</sup>Document no. 81.

<sup>7</sup>See *Home-Public, A Proceedings*, October, 1888, no. 221.

<sup>8</sup>*Ibid.*, October, 1889, no. 104.

effect the decision conveyed in the Despatch of September 1889. The Secretary of State in his Despatch of May 1890<sup>1</sup> pointed out that he was against the use of the term "Provincial" as its use might be deemed to emphasize the distinction between the services somewhat in the same undesirable way as upto the present time it has been marked by the use of the term "uncovenanted".

In its Despatch of 25 March 1890<sup>2</sup>, the Government of India informed the Secretary of State of the interpretation it placed on the recommendations. It was not prepared to abolish the Graded Service immediately and it did not fully approve the idea of engaging officers for short-term. Regarding inspecting staff it was against the recommendation that all Inspectors should be recruited in India and proposed that a certain proportion of the inspecting staff of each Province should continue to be recruited in England. For short-term it proposed a maximum pay of Rs. 1,200 per mensem for a Principal and of Rs. 800 for a Professor or Inspector. Government of India further suggested the division of the existing Subordinate Educational Service into a Provincial and a Subordinate Service.

The Secretary of State, Viscount Cross, replied on 28 January 1892<sup>3</sup> explaining that regarding the abolition of the graded system the Commission admitted that it must be retained so far as regards existing officers engaged on that system. He also explained that not only recruits should be engaged for short-term and discharged absolutely at the end of it, but that they should be engaged initially for a short-term with power of re-appointment, which would be exercised if their services were judged to be valuable. Thus the five years' term could be regarded as probationary. Also, with a view to improving the prospect to those recruited in England and thus getting a better class of men, he suggested a time-scale of Rs. 500 rising to Rs. 1,000 in 10 years. He also suggested the transfer of one-half the Inspectorate to Provincial Service, and the occasional transfer of Professors and Headmasters to the inspecting line. He also suggested that the position of Headmasters recruited in England, which had never been satisfactorily defined, was of sufficient importance to merit sufficient attention in the future organisation of the department. Regarding the best way to deal with Educational Officers who, after some period of continued service were found to be inefficient, the Secretary of State wondered whether among the terms of Educational Service should not be included a stipulation that the Government reserved the right to require an Educational Officer recruited in England to retire on the gratuity or pension appropriate to his length of service (being over five years), if it was deemed to be so in the public interest that he should so retire.

<sup>1</sup>See *Home-Public, A Proceedings*, July 1890, no. 77.

<sup>2</sup>Document no. 83.

<sup>3</sup>Document no. 84.

The views of the Secretary of State were circulated on 26 March 1892<sup>1</sup> to Local Governments and Administrations for their opinion and they were at the same time asked to submit detailed scheme for the reorganisation of the Superior Educational Service on the lines marked out by the Secretary of State. In reply to the questions raised by the Secretary of State, the Local Governments—Bengal Government (in its letter no. 1851, dated 29 June 1892),<sup>2</sup> Madras Government (letter no. 34, dated 21 January 1893),<sup>3</sup> Bombay Government (letter no. 1725, dated 13 August 1892),<sup>4</sup> North-Western Provinces (letter no. 2655 E, dated 15 September 1892),<sup>5</sup> Punjab (letter no. 903, dated 17 October 1892),<sup>6</sup> Central Provinces (letter no. 4978, dated 21 July 1892),<sup>7</sup> Assam (letter no. 7118, G, 12 August 1892),<sup>8</sup> and Berar (letter no. 224, dated 1 August 1892)<sup>9</sup> submitted the revised scheme for the reorganisation of the Educational Service in their respective Provinces. Having considered the replies of Local Governments and Administrations, the Government of India in its letter of 22 August 1893, communicated to Local Governments and Administrations the decision it had arrived at on many of the points under discussion, and called for the Proposition Statements requisite to display the financial effect of the reorganisation and requested a further expression of opinion on some questions which remained unsettled. One of these was the question, which had been raised by the Secretary of State, whether any increase of pay should be given to officers recruited in England after they had attained the maximum of Rs. 1,000 a month. The Government of India was inclined to favour a modification of a proposal made by the Government of Bombay,<sup>10</sup> and made a suggestion that an officer of fifteen years' approved service whose total salary did not exceed Rs. 1,000 a month should be given a special allowance of Rs. 100 a month. It was at first intended that an officer

<sup>1</sup>Letter no. 127 addressed to North-Western Provinces and Oudh, see Document no. 62; letter no. 128, addressed to Bengal, see Document no. 31; letter nos. 129 to 136 addressed to all Local Governments and Administrations other than Bengal, see Document no. 43.

<sup>2</sup>Document no. 32.

<sup>3</sup>Document no. 46.

<sup>4</sup>Document no. 52.

<sup>5</sup>Document no. 63.

<sup>6</sup>Document no. 67.

<sup>7</sup>Document no. 72.

<sup>8</sup>Document no. 79.

<sup>9</sup>Letter no. 261 addressed to Bengal, see Document no. 34; letter no. 259 addressed to Madras, see Document no. 47; letter no. 260 addressed to Bombay, see Document no. 53; letter no. 262 addressed to N.W.P. and Oudh, see Document no. 64; letter no. 263 addressed to Punjab, see Document no. 68; letter no. 264, addressed to Central Provinces, see Document no. 73; letter no. 266, addressed to Assam, see Document no. 80; letter no. 268, addressed to Berar.

<sup>10</sup>Bombay Government's proposals was that an officer of twenty years' approved service, whose total salary did not exceed Rs. 1,000 should be given a special allowance of Rs. 100 a month and that if the allowance was refused to him he should be called upon to retire. See Document no. 52.

not considered deserving of that special allowance should be required to retire, but the proposal was later dropped. Regarding the Indians who were appointed to the graded list under the old condition that they should draw two-thirds of the salaries fixed for European Officers, the Government of India proposed that they should be allowed the option of continuing in the graded list on the same terms or of entering the new Provincial Services. The Government of India also expressed the opinion that the system of granting personal allowances to the holders of the posts of Principals of Colleges and senior Inspectors should be adopted so as to correspond to some extent with the higher rates of pay in the graded list. Another question referred to Local Governments in the letters of 22 August 1893 related to the pay to be given to members of the Provincial Service when acting in temporary vacancies in posts ordinarily filled by members of the Educational Services recruited in England. In view of the Government of India's suggestions contained in the letter of 22 August 1893, the Local Governments<sup>1</sup> submitted detailed schemes and Proposition Statements. But it was not till August 1895<sup>2</sup> that the Government of India received the final reply of the Government of Bengal upon certain questions which it was found necessary to further discuss with the Government before a complete scheme could be placed before the Secretary of State.

Then ultimately on 11 December 1895 the Government of India<sup>3</sup> submitted the conclusions at which it had arrived after a full and deliberate consideration, with regard to the organization of the various educational services in India upon an improved footing in consequence of the recommendations submitted by the Public Service Commission. The scheme which had been formulated was more or less in line with Lord Cross's Despatch of 28 January 1892.<sup>4</sup> The Secretary of State approved the proposals subject to certain exceptions and observations. He preferred the term "Indian" to "European" for the Europe-recruited branch of the service, as less descriptive of race distinction and more descriptive of a service of which all the duties would be performed in India. He disallowed the application of Article 441 of the Civil Service Regulations, ruling that Article A<sup>5</sup> would henceforth be applicable. As regard the future employment

<sup>1</sup>Bengal Government letter no. 717 dated 28 February 1894, see Document no. 35; Madras Government letter no. 831, dated 13 November 1893, see Document no. 48; Bombay Government letter no. 147, dated 23 February 1894, see Document no. 54; N.W.P. letter no. 581, dated 25 October 1893, see Document no. 65; Punjab Government letter no. 123, dated 31 January 1894, see Document no. 69; Central Provinces letter no. 7375, dated 9 October 1892, see Document no. 74.

<sup>2</sup>Document no. 39.

<sup>3</sup>Document no. 87.

<sup>4</sup>Document no. 84.

<sup>5</sup>This Article ruled that certain Educational Officer should add three years to their qualifying service.

of native gentlemen in the Educational Service, he accepted the views of the Government of India. He also pointed out that the Local Governments and Administrations should be allowed a free hand in the selection of the Director of Public Instruction, and should not be fettered by any rule or instruction purporting to give a preferential claim to an officer of any particular Department.

The final orders of the Secretary of State regarding the Educational Service were published in Resolution no. 4/204-215, dated 23 July 1896.<sup>1</sup> The general features of the scheme as approved by him are set forth below. It was observed, in the first place, that the reorganisation would effect only the Educational Departments in Madras, Bombay, Bengal, the North-Western Provinces and Oudh, the Punjab and the Central Provinces. In Burma there were no Principals or Professors of Colleges in the Service of the Government: and the Chief Commissioner's view had been accepted that the Province was not ready for the constitution of a Provincial Educational Service. It was decided that the Inspectorships of Schools in Burma must be filled by recruitment in England, and that they should be filled in future on conditions similar to those on which officers would be recruited for the "Indian Educational Service" generally. There was, therefore, no proposal for a general reorganization of the service in Burma. In Assam the Director of Public Instruction would be the only officer recruited in England and he would be recruited for the Bengal establishment. There would be no Provincial Service in Assam, since all the Educational officers, except the Director, would be in the Subordinate Service. The Inspector of Schools for Coorg belonged to the Madras Educational Department, and the question of the recruitment and pay of future incumbents of the post of Head Master of the Mercara Central School should not be considered until the time came for the appointment of the next officer. The opinion of the Resident at Hyderabad that the Educational Department in Berar should with advantage be left upon its present footing had been accepted by the Government of India.

*The Educational Department was in future to be divided broadly into (A) the Superior Service and (B) the Subordinate Service. The former consisting of two branches, one including all posts to be filled by persons appointed in England, which was called "the Indian Educational Service" and the other including all posts to be filled by recruitment in India, which was known as "the Provincial Service" (of Madras, Bombay, Bengal and so forth).*

The principles upon which appointments were made in India were to be classed in the Provincial or in the Subordinate service were:

- (a) That the line between the two services would be drawn rather according to the nature of the office held than according to pay;

<sup>1</sup>Document no. 88.

- (b) That generally Professors, Inspectors, and Joint and Assistant Inspectors were to be included in the Provincial Service; and the Deputy Inspectors, Head Masters of District Schools and Officers of lower rank in the subordinate service;
  - (c) As regards *other* offices, that those carrying less pay than Rs. 200 a month should not, except for very special reasons, be placed in the Provincial Service and that on the other hand, officer on higher pay than Rs. 200 (such as the Senior Deputy Inspectorships in Bengal) may at the discretion of the local Government be classed in the Subordinate Service.
3. The scales of pay for officers of the Indian Educational Service as then proposed are as follows:
    - (a) During the probationary period of five years, 500-50-700, a month, it being open to the Secretary of State to offer a fixed pay of Rs. 600 or even Rs. 700, in special cases when the services of the competent officer could not otherwise be secured.
    - (b) In the second period, Rs. 750-50-1000, the maximum being attained at the end of ten years from first appointment.

This was by and large the general rule leaving aside exception when the persons were to be recruited in England and higher salaries offered to them.
  4. The plan of attaching personal allowances to the office of the Principal and Senior Inspector of Schools was also adopted. These allowances were strictly *personal* within the meaning of the Civil Service Regulations, that is, they were to be held continuously by officers whether on duty or on leave and as such were to be given to those who acted for them during their absence. This principle of allowances was extended to each Province.
  5. It was however clearly decided that no officer in the Graded Service should suffer by the re-organization of the Department. Every European Officer who had been appointed to the graded list was given the option of coming under the new scheme or of continuing on the graded list and obtaining promotion as vacancies occurred in it, subject to the condition that only those considered fit for promotion would get it. Those officers who opted to come under the new scheme would count their past service on the graded list for the purpose of fixing their pay and increments as well as towards leave and pension. This principle that existing members would in no case suffer by the re-organization was made equally applicable to the Provincial Service. *In future Indians who were desirous of entering the Education Department would usually be appointed in India to the Provincial Service.*

The net result of the Proposal was this:

Under the new scheme Indian Educational Service in the Provinces to which it applied would ultimately consist of the following Officers: Inspectors, 21; Principals, 20; Professors, 36; other appointments, 15; total 92. The Provincial Service would consist of Inspectors, 14; Junior and

Assistant Inspectors, 33; Professors, 80; Junior and Assistant Professors, 11; Head Masters, 40; other appointments, 29; total 207. The total of the two branches of the superior service would therefore consist of 299 appointments of which 131 would be in Bengal; 54 in Madras; 44 in Bombay; 35 in North-Western Provinces; 25 in the Punjab; 10 in Central Provinces.

Thus emerged the Indian Educational Service out of an attempt to better the service conditions of the Educational Officers and to equip the educational institutions with highly talented Professors<sup>1</sup> and to give a better instruction to the Indians some of whom as Michie Smith,<sup>2</sup> Professor of Physical Science at the Madras Christian College, pointed out, "had never seen a rainbow, while less striking natural phenomena are observed by hardly any."

Irene Gilbert sums up the Indian Educational Services very beautifully in the following words: "The association with government did lead to the creation of a modern academic profession and the possibility of an honourable and respected career. Under colonial rule, the government is an agent, and often the legitimator, of change in the traditional society. Those who want political, social, or intellectual reform often ally themselves with the colonial authorities or seek to move them toward policies of change. It was the citizens of Calcutta who prompted the British Government to import Professors in the 1820's. By spending the money to bring out graduates from the finer British universities, establishing them in superior colleges, and ultimately associating them with its own authority, the British Government demonstrated at an early date that modern knowledge was difficult to obtain and that its cultivation deserved special treatment. The service was the example. With its image before them graduates of Indian universities began to consider teaching in affiliated colleges a worthy career."<sup>3</sup>

### III

These developments are unfolded in our present volume. Part I of the volume on Educational Services already published<sup>4</sup> tells the story from 1859

<sup>1</sup>The idea to equip educational institution with best teachers and to impart English Education among the natives of India goes back to early Nineteenth Century. As early as 1823 Rammohan Roy wrote a letter to Lord Amherst, "But as the improvement of the native population is the object of the Government, it will consequently promote a more liberal and enlightened system of instruction embracing Mathematics, Natural Philosophy, Chemistry, Anatomy, with other useful sciences, which may be accomplished with the sums proposed by employing a few gentlemen of talent and learning educated in Europe and providing a College furnished with necessary instruments and other apparatus." For details see B.P Majumdar, *First Fruits of English Education*, p. 7; *Works of Raja Rammohan Roy*.

<sup>2</sup>Document no. 9.

<sup>3</sup>Irene Gilbert, op.cit., p. 340.

<sup>4</sup>Published in 1976.

to 1879 and this one unfolds the developments leading to the crystallisation of the Educational Services in 1896. For our convenience as well as the readers', it has been divided into three Sections. The first Section deals with the Services previous to the Public Service Commission. It gives a detailed picture of the conditions of services, procedures of admission to, then promotion, pay, pension and furlough rules as well as the technical requirements of the Education Departments of all the Provinces till 1886-87. It also focuses attention on all the problems pertaining to the Education Department, whether the system was to be continued and finally whether opportunities for the larger employment of the Indians should be provided. The second Section starts with the views expressed by the Government of India and the local governments on the recommendations of the Public Service Commission, all problems of each Province relating to the Educational Department were also tackled. The third Section deals with all the Despatches from the Secretary of State regarding the implementation of the Educational Service from 1888 to 1896. This is the most important Section in the sense that one can have a fair idea of the development of the Educational Service from these Despatches.

In editing these documents, I have not departed much from the method followed earlier. Each of the three sections is followed by a small one consisting of notes and references. Since it is more convenient for the reader to look for a biographical note immediately after one comes across the reference to the subject in the document, I have included such notes in the section meant for it instead of separately appending them together towards the end of the volume. Also keeping in view the reader's convenience, I have provided a summary of each document in the list of contents so that a reader who may not be a specialist in the subject may know at a glance what he is looking for before moving on to the original document in the text. As before, a select bibliography has been provided for the readers interested in knowing further about the works used in editing this volume.

**SECTION I**  
**Recommendations**



## DOCUMENT No. 1

*The Indian Education Commission, 1882-83 reports about the existing constitution of the Education Departments in India; describes the service conditions of graded officers; discusses the question of admission of the natives of India to the Graded and Subordinate services and recommends steps for improving the Education Department.*

### **Extract from Chapter VII of the Report of the Indian Education Commission, 1882-83**

PARAGRAPH 339. *Introductory:* In the present chapter we shall describe the constitution of the Education Department in the different Provinces of India; and shall consider the extent and character of its functions under the three heads of Direction or Control, Inspection, and Instruction. The question of control will lead us to examine the means that may exist for bringing the Department into closer relations with independent persons or bodies interested, equally with itself, in the progress of education; and for rendering accessible to it the fruits of their experience. Under inspection will be considered the possibility of associating with the officers of the Department such other voluntary agency as may prove to be available for that object; and we shall discuss the subject of examinations in the same general sense. The question of instruction involves that of text-books, which will be reviewed in the light of the Resolution of the Government of India, dated the 10th January 1881; and it will be considered what arrangements have been made, or are possible, "for teaching such subjects as may store the minds of the pupils of secondary schools with useful and practical information." In the course of the enquiry we shall suggest the measures that seem to us best calculated to promote the objects set forth in the various Educational Despatches, as well as those to which later and independent experience has pointed as worthy of attainment in regard to the internal constitution and administration of the Department. All these measures will be set forth in specific Recommendations at the close of this Chapter.

PARAGRAPH 340. *Constitution of the Education Department:* In the second chapter of this Report we have given some account of the establishment and constitution of the Education Department in the various Provinces of India. We proceed to describe it as it now exists. The Education Department in each Province consists of a Director of Public Instruction (under that or some other title); a staff varying in strength in different Provinces, of inspecting officers of various grades; and a teaching staff rising from assistant teachers of primary schools up to Professors and Principals of Colleges. The superior officers of the Department in each

Province are arranged in a classified list, the particulars of which are given in the subjoined Table. Educational officers in Bengal were first graded in the year 1865,<sup>1</sup> and within the next five or six years the same system was extended to the other Provinces of India. The list does not include the Provincial Directors of Public Instruction, who receive salaries, in Bombay and Bengal, of Rs. 2,000 a month rising to Rs. 2,500 in ten years; in Madras, of Rs. 2,000 rising to Rs. 2,250 in five years; in the North-Western Provinces, of Rs. 2,000 fixed; and in the Punjab, of Rs. 1,500 rising to Rs. 2,000 in five years.

<i>Province</i>	<i>1st Class Rs. 1,250 to Rs. 1500</i>	<i>2nd Class Rs. 1,000 to Rs. 1250</i>	<i>3rd Class Rs. 750 to Rs. 1,000</i>	<i>4th Class Rs. 500 to Rs. 750</i>	<i>Total</i>
Madras	1	2	5	7	15
Bombay	2	3	5	6	16
Bengal	2	6	11	20	39
North-Western Provinces and Oudh	1	4	3	6	14
Punjab	—	2	3	3	8
Other Provinces	1	1	3	1	6
<b>Total</b>	<b>7</b>	<b>18</b>	<b>30</b>	<b>43</b>	<b>98</b>

The Table supplies the means of estimating the average value of a graded appointment in the Education Department throughout India, and the average expectation of income which a graded officer may entertain in entering the service. According to the method of calculation adopted by the Financial Department, the value of a graded appointment, the salary of which rises by annual increments, is the minimum salary *plus* two-thirds of the difference between the minimum and the maximum. It follows that the average value of a graded educational appointment is rather less than Rs. 900 a month. At this rate of pay it has been found possible to attract to an educational career in India many men of considerable distinction at the English Universities, and some of the highest academical rank. It will be seen, however, that the prospects of promotion of educational officers, as estimated by the proportion of appointments in the lowest class to those in classes above the lowest, vary greatly in different Provinces. In Bombay, for example, where there are ten appointments in the three higher classes to six in the lowest, an officer's chance of promotion is nearly as 2 to 1. In Bengal, where there are

<sup>1</sup>The final approval from the Secretary of State to the mode in which the Bengal Government had given effect to the Graded Service came on 23 December 1865. For details see J.P. Naik and S.C. Ghosh eds., *Development of Educational Service, 1859-1879*, Document nos. 4-16, pp. 27-65.

20 appointments in the lowest class and only 19 in the higher classes, he has scarcely an even chance of promotion. This inequality arises from the fact that the additional appointments made in recent years to the classified list of the Bengal Department have been nearly all in the fourth class. The point is one that appears to deserve attention in any reorganisation of the graded service. We have no information to show what are the ordinary prospects of promotion in other departments of the public service, and we therefore abstain from submitting any Recommendation on this point.

PARAGRAPH 341. *Conditions of Service of Graded Officers:* We have already in our chapter on Collegiate Education, referred to the anomaly of retiring men, most of whom have received at the Universities of the United Kingdom a professional training of a special kind, to serve except in isolated cases the full term of 30 years before they are eligible for a good service pension. Educational officers come under the general designation of "uncovenanted servants", and their term of service for pension is governed by the rules generally applicable to that comprehensive class of public officers.<sup>1</sup> There is no doubt that educational officers have suffered in this respect by the application to them of a name originally intended to denote a body of men with far other qualifications and duties.

There appears to be some hardship in requiring the English graduate, selected by the Secretary of State and employed in this country as a Principal of a College or an Inspector of Schools, to serve (unless he has been appointed after the age of 25) for the same term as an uncovenanted servant who is a native of India. The latter begins his public life at an earlier age; he does his work in the country in which he was born and in a climate congenial to his constitution; and when he retires from service there will be no revolution in his mode of living. With the former all these things are very different; and if the conditions of service are to be at all equalised, it would follow that the European officer should enjoy the right of retiring to his native country at an age when the harassing circumstances of life in India have not impaired his health or destroyed his energy. We have already, in chapter VI, recommended the reduction of the term qualifying for a good service pension in the case of Professors of colleges; and we only recur to it here as being applicable in the same sense and on the same grounds to other officers of the graded educational service.

PARAGRAPH 342. *Admission of Natives of India to the Graded Service:* The Graded Service<sup>2</sup> was at the outset intended to attract competent men

<sup>1</sup>For details regarding the Pension Rules of the educational servants see *ibid.*, Document nos. 67 and 68, pp. 222-28.

<sup>2</sup>Graded service, first introduced in Bengal, was extended to all the provinces of India by 1869. For details see *ibid.*, Document nos. 33-40, pp. 145-63.

from the English Universities; but as natives of India have shown themselves qualified for higher work in the Education Department, they have of late years been promoted to the graded service in increasing numbers. In Bengal, out of a total of 39 officers, seven are natives of India; and one of them has shown such eminent capacity for educational work of the most responsible kind that he has won his way to the first class of the service. In other Provinces the number of native graded officers is smaller; but in all the larger Departments some are found. We have already recommended the more extended employment of Indian graduates as Professor of Colleges, and we shall hereafter make a similar recommendation with regard to Inspectorships. Meanwhile, there is one suggestion of a general character which we wish to offer, in the hope of removing what appears to be an unintended hardship, and has certainly been the cause of much disappointment. According to recent orders of the Secretary of State, a Native officer when appointed to the graded service is allowed to draw only two-thirds<sup>1</sup> of the ordinary pay of the grades. It has happened in more than one instance that the officer so promoted already draws a salary of Rs. 500 a month, which is the minimum pay of the fourth class on the ordinary scale. Consequently, his promotion to that class on the reduced scale involves a considerable reduction in his income. We accordingly recommend *that when an educational officer enters the higher graded service of the Education Department, his promotion should not involve any loss of pay.*

PARAGRAPH 343. *Subordinate Graded Service in Bengal and Bombay:* In

	<i>Number of Officers</i>	<i>Salary Rs.</i>
Class I	6	400 to 500
Class II	10	300 to 400
Class III	25	200 to 300
Class IV	40	150 to 200
Class V	60	100 to 150
Class VI	75	75 to 100
Class VII	100	50 to 75

Bengal not only the higher but the subordinate officers of the Department are formed into a graded service. This change was made in 1878, when 316 officers, drawing salaries of Rs. 50 a month and upwards, were arranged in the following classified list:

<sup>1</sup>The proposal of the two-thirds rule to be applied to the natives of India from the Government of India to Her Majesty's Secretary of State for India (letter no. 404, dated Fort William, 6 December 1880, paragraph 6) was sanctioned by the latter through his letter no. 22 (Public-Educational) dated India Office, London, 24 February 1881. For details see *Home-Education, A Proceedings*, June 1881, nos. 52-58.

The list contains teaching and inspecting officers in not very different proportions, and a certain number of ministerial officers as well. Additions are made to the list as new appointments are created; and promotion takes place on the combined grounds of seniority, good service, and fitness for higher duties.

In Bombay, since the year 1864, all the subordinate officers of the Department in the receipt of salaries ranging from Rs. 30 to Rs. 300 a month have been graded in five classes. The Deputy Inspectors, 30 in number, form a separate graded service, and each of them is *ex-officio* accorded the title of "Rao Sahib" or "Khan Sahib".

**PARAGRAPH 344. *Directing Staff of the Department:*** At the head of the Education Department in each Province is an officer generally styled the Director of Public Instruction. In the Central Provinces he is called the Inspector General of Education, and in Assam the Inspector of Schools. In every Province except Coorg, where the Education Department is now administered directly by the Chief Commissioner of Education in all its branches is in the hands of the Director. He prepares the educational estimates, controls the distribution of the grant-in-aid allotment, makes or recommends appointments and transfers of officers within the Department, and is the constituted Adviser of Government in all matters with education. Outside the ordinary business of administration, in which the functions of the Director are commonly well-defined, any questions of special importance or involving points of educational policy, are referred by him for the decision of the Local Government. But a further and a much more complete opportunity of declaring its general policy in educational matters is afforded to the Local Government in the annual review of the Director's Report on Public Instruction. This review is widely published, and is discussed with close attention in the newspapers, both native and European. There is probably no subject in which the native public takes a keener or more intelligent interest; and in this way the Government is periodically brought into contact with public opinion upon its educational policy. In the Punjab there is a special means by which one section of public opinion is brought to bear upon educational questions. The Senate of the Punjab University is regularly consulted by the Government of that Province upon all matters relating to education, including primary instruction.

**PARAGRAPH 345. *Proposed Changes in the System of Control:*** It has been suggested by the Hon'ble Mr. Justice West<sup>1</sup> that "in order to bring about a complete understanding between the University and the Department of

<sup>1</sup>Mr. Raymond West came to Bombay in 1856. He was member of the Indian Law Commission in 1879 and became Vice-Chancellor of Bombay University in 1886. He was President of the Bombay Branch of the Royal Asiatic Society, Vice-President of the RAS, edited the *Bombay Regulations and Acts* and wrote on Hindu Laws.

Public Instruction, there ought to be a central Educational Board for each great Province, to which all important questions of principle should be referred. On this Board in Bombay there should be two or three representatives of the University as well as two officials (one the Director of Public Instruction) and two others appointed either by co-optation or at the discretion of Government in order to make room for the casual possessor of special qualifications. To this Board the proposed courses of instruction in the higher secondary schools should be submitted each half-year, in order, without excluding local and personal initiative, to preserve a general balance of studies. To the same Board reports of the history and progress of each college and superior school should be submitted from time to time for consideration. Its advice should be taken on every proposed alteration of system. It should be consulted on the allocation of funds amongst institutions and subjects. Through the University and a Board thus constituted public opinion would be brought to bear with due force on the educational system in its more general features." Dr. Leitner<sup>1</sup> in his evidence before the Commission has suggested that the State, after making provision for aiding every variety of sound instruction should leave "the conduct of higher education to the universities, who should not be mere examining bodies but, like the Punjab University College, supreme teaching and literary bodies, and the consulting bodies of Government in all matters of education; and the more direct control and supervision of primary and secondary education to local Educational Boards. This course is the most economical one, and will develop a true educational growth in the country." In another portion of his evidence, Dr. Leitner expresses an opinion that, "with the abolition of the Directorship and the Inspectorships, a new spirit would come over the land. Schools would spring up in every direction by local munificence, and all that is good in Eastern civilisations would ally itself by a natural process with all that is adaptable in Western progress." The Anjuman-i-Islamiya in the Punjab has likewise proposed that the duties of the Director should be transferred to "District Boards under the direction of the Senate of the Local University." The Anjuman also proposes that the present Inspectorships and Assistant Inspectorships should be abolished, but adds that "an Inspector, with the designation of Education Secretary to the Government of Punjab, must be retained to represent the Education Department and to act as a medium between the Government and the Local Boards." Certain Missionaries in the Punjab,<sup>2</sup>

<sup>1</sup>Dr. G.W. Leitner joined the Education Department of India as Principal of the Government College, Lahore in 1864, was closely associated with the educational developments in the Punjab and served as the Registrar of the University. He established the journal *Indian Public Opinion*, published many works on education, philology, trade, dialects, etc. and edited the *Asiatic Quarterly Review*.

<sup>2</sup>Ten missionaries in the Punjab sent a joint statement. For details see *Report by the Punjab Provincial Committee, with evidence taken before the Committee and Memorials Addressed to the Education Commission*, pp. 30-32.

who have sent in a joint statement containing answers to some of the questions proposed by the Commission, suggest "that the Provincial Directorship should be abolished, and one Minister of Education appointed for the whole of India. The Senior Inspector of each Province, in addition to his inspection duties, might have special powers granted him for dealing with special provincial difficulties." The Revd. G. Shirt<sup>1</sup> of Haidarabad in Sind, also suggests the abolition of the office of Director of Public Instruction, and the substitution of "an Educational Under-Secretary to Government on a less salary." Dr. Rajendralal Mitra,<sup>2</sup> writing about the Presidency of Bengal, is of opinion that the functions of the Director, as authoritatively laid down by Sir George Campbell,<sup>3</sup> are such that there is no longer any necessity for maintaining that office. Dr. Mitra thinks that the Universities should now be the advisers of Government on higher education; that the Principals of Colleges—in consultation with College Committees in the case of Mofussil Colleges—should have full power to manage the details connected with the institutions under them; and that primary and secondary schools should be made over to the charge of Local and District Boards, which should appoint their own inspecting officers. The central educational office, he considers, should form part of the Secretariat and be presided over by an Under-Secretary to Government.

**PARAGRAPH 346. *Character of the Proposed Changes:*** The proposals made in the foregoing extracts are chiefly four: (1) the association with the Director in each Province of a Consulting Board of Education; (2) the transfer to the Universities of a large portion of the control now exercised by the Department; (3) the similar transfer of control to District Boards or other local bodies; (4) the abolition of the Provincial Directorships. Of these proposals the last two may be briefly dismissed. The transfer of control to local bodies is discussed at length in chapter IV, and will be further referred to in chapter VIII. The proposal to abolish the Provincial Directorships found no support in the Commission, and was not even suggested as a matter for discussion. In fact our recommendations are based on the explicit assumption that the office and the independent position of the Provincial Directors will be maintained; and throughout

<sup>1</sup>Revd. George Shirt came to India in 1866. He was an active missionary of the Church Missionary Society in the North-West India.

<sup>2</sup>Having studied Sanskrit, Greek, French, Latin and German, Dr. Mitra started his career as Assistant Secretary in the Bengal Asiatic Society of which he became President in 1885; was an active nationalist and a Fellow of Calcutta University. His publications include: *The Sanskrit Buddhist Literature of Nepal*; *Notices of Sanskrit Manuscripts*, 9 vols., *Antiquities of Orissa and Buddha Gaya*.

<sup>3</sup>After serving in various other administrative positions Sir George Campbell was appointed Chief Commissioner of Central Provinces in 1867 and later as Lt. Governor of Bengal (1871-74). His works include: *The Ethnology of India*; *Tenure of Land of India and The Eastern Question*.

our Report we have laid on the necessity of allowing the widest discretion to Local Governments, and of avoiding every attempt to centralise educational administration.

PARAGRAPH 349. *Educational Conferences:* At the same time we are fully convinced that nothing but good can result from the occasional or even frequent association, in a somewhat formal way, of departmental officers with others interested in education. Under present arrangements, the relations of departmental officers to each other and to persons outside the Department are too exclusively confined to official correspondence; and no opportunity is given for that free interchange of ideas which personal intercourse can alone or can best secure. To aid in the attainment of the latter object, and to bring the Department into healthy contact with outside opinion, we recommend the institution of periodical conferences, at which educational officers and others may meet and exchange their views. We do not propose to define what degree of authority should attach to these conferences; but it is clear that any conclusions to which they may be led will possess more weight if they receive the formal recognition of government. We therefore recommend that conferences: (1) *of officers of the Education Department, and;* (2) *of such officers with managers of aided and unaided schools, be held from time to time for the discussion of questions affecting education, the Director of Public Instruction being in each case ex-officio President of the conference. Also that Deputy Inspectors occasionally hold meetings of the schoolmasters subordinate to them, for the discussion of questions of school management.*

PARAGRAPH 356. *Inspecting Staff of the Department:* The number of departmental inspecting officers of different classes, the number of schools under their charge, and the work done by them in each Province of India, are shown in the subjoined Table.<sup>1</sup> Besides the officers of the Department, there are also other agencies more or less systematically engaged in the inspection of schools. They consist of officers of Government outside the Education Department; of local bodies and school committees of various kinds; and of different forms of private agency. These will be exhibited in detail in the account to be presently given of the inspecting agency in each Province.

PARAGRAPH 357. *Work Done by Inspecting Officers:* In all India there are 45 Inspectors and Assistant Inspectors, 238 Deputy Inspectors, and 241 Sub-Inspectors. Each Inspector or Assistant Inspector, whose jurisdiction extends over many Districts, has an average of 882 schools under his charge. Deputy Inspectors are commonly in charge of Districts, and Sub-Inspectors or Sub-

<sup>1</sup>See Enclosure I annexed to this Document.

Deputy Inspectors in charge of sub-divisions of Districts; and, except in Bengal, where the Deputy Inspector has 1,300 schools, under his general supervision, though they do not all come under his immediate inspection, each of these officers is entrusted with the superintendence on an average of 133 schools. The returns of work done are not complete; but so far as they go, it appears that each inspecting officer examined in 1881-82 an average of 140 to 180 schools *in situ* besides in many Provinces a further number at central gatherings. The total number of schools thus coming under the immediate inspection of each officer was about 200 in the year. Each Inspector and Assistant Inspector also spent about 170 days on tour, and travelled more than 2,000 miles. As will be seen from the Table, there are differences in detail between different Provinces and different classes of officers; but the summary just given exhibits the broad facts of inspectional work in India, and also furnishes a convenient if rough test of activity. It may be noticed that in the Punjab owing to accidental interruptions, the number of days spent by the Inspectors on tour in 1881-82 was considerably below the average of ordinary years, which for the three proceeding years was 180 days. Inspectors and Assistant Inspectors have the general superintendence of a large tract of country and a large number of schools, only a small proportion of which they can personally inspect. The detailed inspection of these schools is carried out by the local officers, the Deputy and Sub-Inspectors; and, speaking generally, it may be stated that, except in Bengal, all the schools under their charge come under their personal inspection once a year. In Madras and Bombay there is a definite Code of rules for the guidance of inspecting officers in the examination of schools. In other Provinces the method and character of the examination is governed by general instructions that have been issued from time to time by the Department, and much is left to the discretion of individual officers.

PARAGRAPH 366. *Employment of Inspecting Officers at Headquarters:* In addition to the duty of Inspection, a large amount of administrative work involving considerable correspondence falls to the share of the superior officers of the Department. When they return to headquarters at the close of their cold weather tour, inspecting officers have much to occupy them in writing their annual reports, in the examination of normal schools and the inspection of other schools at headquarters, in conducting the public examinations prescribed by the Department, in preparing the educational estimates, in the revision of textbooks, and in disposing of any of the larger questions that arise during the year. Frequent complaints have been made that the time of inspecting officers, especially of the superior officers, is too much taken up with office-work and correspondence. There appears to be solid ground for these complaints, and it is unquestioned that duties of the kind referred to have greatly increased of late years. At the same time it

must be remembered that such duties are a necessary part of the Inspector's work when he is not only, as in England, an Inspector, but also the administrative officer of a large Department. In most parts of India, too, travelling with tents is impossible during many months of the year and the Inspector is compelled either to remain at headquarters, or to confine his journeys to places which can be reached by rail. This does not apply to certain parts of Bengal, where the Inspector travels by boat, and is consequently on tour in almost every month of the year. But in other parts of India it is necessary to utilise the time which the Inspector has to spend at his headquarters, and with regard to that portion of his time there does not appear to be much to complain of. The true cause for complaint arises when time, which might otherwise be spent in inspecting schools, is devoted to work in the office; or when, as is stated to be the case in Bombay, the Inspector has so much correspondence to deal with while on tour that he has too little leisure for conferring with the people. The most jealous care should be exercised to prevent his office engagements from trenching unduly on the far more important duty of actual inspection. But the circumstances and systems of different Provinces are so diverse that it is difficult to offer any suggestions of general application on this point. We recommend the subject to the careful consideration of the Local Governments and Departments.

**PARAGRAPH 367. *Cost of Inspection and Control:*** The particulars of expenditure under these heads are shown in the following Table.<sup>1</sup>

In the six larger Provinces the proportion of the expenditure on direction and inspection to the total educational expenditure from Provincial revenues varies from 16½ per cent in Bengal, and 18 or 18½ per cent in the Punjab and Bombay, to between 24 and 28½ per cent in Madras, the North-Western Provinces and the Central Provinces, the proportion for all India being rather more than 20 per cent. Separating the cost of direction and inspection, that of direction varies from 2.69 per cent in Bengal and 3.42 per cent in Bombay to 6 and 7 per cent in the Punjab and the Central Provinces. The cost of inspection varies from 11½ per cent of the Provincial expenditure in the Punjab and 14 per cent in Bengal, to about 22 per cent in the North-Western and the Central Provinces.

**PARAGRAPH 368. *Increase of the Inspecting Staff:*** Of nearly every Province it may be stated that the inspecting staff has not kept pace with the increase in the number of schools, though in some Provinces the deficiency is greater, in others less. There can be no doubt that the systematic inspection of schools by regular or trained inspectors is one of the most important branches of educational work. The extension of the means of

<sup>1</sup>See Enclosure II annexed to this Document.

education and its direct control may be largely entrusted to private agency; but it is and will always remain one of the chief functions of the Department to supervise and test by an efficient staff of Inspectors the education so provided. We are fully sensible of the importance of securing the assistance of persons who are not members of the regular inspecting staff both for the conduct of public examinations and for the superintendence of individual schools; but we are satisfied that voluntary agency can never supply the place of regular professional inspection, and that the increase of the inspecting staff should keep pace with the extension of education. We accordingly recommend *that native and other local energy be relied upon to foster and manage all education as far as possible; but that the results must be tested by departmental agency, and that therefore the inspecting staff be increased so as to be adequate to the requirements of each Province.* Another point appears to us to deserve attention. It is admitted that with the large extension of primary education, the duties and responsibilities of the subordinate officers of the department have greatly increased, generally without any improvement in their position. Efficient work can only be secured by adequate pay, and we recommend *that the remuneration of subordinate inspecting officers be reconsidered in each Province with due regard to their enhanced duties and responsibilities.*

PARAGRAPH 369. *Organisation of the Inspecting Staff:* Our next recommendation has for its object to guard against the unnecessary or too frequent transfer of the superior officers of the Department from Inspectorships to Professorships, and vice versa. It has been pointed out that occasionally, just when an officer is beginning to make himself useful as an Inspector of Schools, he is transferred to a College, and an inexperienced man put in his place. Sometimes the exigencies of the Department no doubt demand such a transfer; sometimes a good officer will be all the better for a change in the character of his work; and on these grounds it appeared to some of us undesirable to make any definite recommendation on the subject. It is obvious that no rigid rule can be laid down; but so far as may be possible, an endeavour should be made to keep the inspecting and the professorial branches of the Department distinct, so as to promote the formation of specialists in each branch. We therefore recommend that *as a general rule, transfers of officers from Professorships of colleges to Inspectorships of schools be not made.* On another point we were more nearly unanimous. Our Recommendation on this head has been referred to in a previous paragraph of the present chapter, and it is the complement of one which we have already made, in dealing with collegiate education, for the larger employment of Indian graduates as Professors of Colleges. It stands thus: *that it be distinctly laid down that native gentlemen of approved qualifications are eligible for the post of Inspector of Schools, and that they*

*be employed in that capacity more commonly than has been the case hitherto.* The duties assigned to Circle and Divisional Inspectors also engaged our attention. In one Province an attempt is made to bring every school, even of the lowest grade, at least once a year under the eye of an Inspector. A system of this kind may have been necessary in the beginning; but as numbers increase and the standard of instruction is raised, such inspection tends to become more and more superficial. It is no longer Inspectors, who are quite capable of conducting examinations and of assisting in the direct management of primary schools; and it appears to be now quite unnecessary to require Inspectors to occupy themselves with duties which may be satisfactorily discharged by a less highly trained and costly agency. On this point we recommend *that the detailed examination of scholars in primary schools be chiefly entrusted to Deputy Inspectors and their assistants; and that the main duty of the Inspectors in connection with such schools be to visit them, to examine into the way in which they are conducted, and to endeavour to secure the cordial support of the people in the promotion of primary education.* The success that is generally admitted to have attended the appointment of Inspectresses of Schools leads us to recommend *that Inspectresses be employed where necessary for the general supervision of Government, aided, and other girls' schools desiring inspection.* Lastly, we believe that the work of inspection would be facilitated and rendered more efficient, if the instructions that have from time to time been issued on the subject of inspection were gathered into a provincial code for the guidance of inspecting officers. Such a code, drawn up to suit local requirements, should prescribe in detail the routine which an officer should follow when visiting a school, the manner in which his examination should be conducted, the points to which his attention should be directed apart from the examination of scholars, and the form in which his inspection-report should be drawn up. Attention to these requirements would not only make inspections more systematic and thorough, but would enable the superior officers, to whom the reports are submitted, to gain a much clearer insight into the condition of schools. A chapter under this head has recently been inserted in the English Code. We accordingly recommend *that in every Province a code be drawn up for the guidance of inspecting officers.*

**PARAGRAPH 370. Enlistment of Voluntary Inspection:** We have seen that, in addition to the trained agency of the departmental staff of Inspectors, other persons and bodies engaged themselves, more or less systematically in different Provinces, in the inspection of schools. In the Resolution appointing the Commission<sup>1</sup> it was suggested that if there was to be any

<sup>1</sup>For the text of the Resolution appointing the Commission see Appendix A, *Report of the Indian Education Commission, 1882-82, Calcutta, 1883.*

TABLE I

Statement showing the Extent of Inspection of Schools in Different Provinces of India during the Official Year 1881-82

	1	2	3	4	5	6	7	8	9	10	11
<i>Designation of Inspecting Officers</i>		<i>Number of Inspecting Officers</i>	<i>Average area in square miles allotted to each Inspecting Officer</i>	<i>Average number of Schools under the charge of each Inspecting Officer</i>	<i>Average number of Schools examined in situ</i>	<i>Average number of Schools examined at centres</i>	<i>Total average number of Scholars examined</i>	<i>Total average number of days spent on tour</i>	<i>Average number of miles travelled</i>		
<b>Madras*</b>											
Inspectors		7	23,198	2,545	187	—	187	7,500	192	2,405	
Deputy Inspectors		55	3,026	266	not re- turned	not re- turned	not re- turned	not re- turned	184	1,706	
<b>Bombay+</b>											
Inspectors		5	38,128	1,124	120	53	173	7,535	244	2,705	
Deputy Inspectors		30	7,648	211	115	11	126	3,989	228	1,891	
Assistant Deputy Inspectors		19	3,824	101	109	18	127	3,687	210	1,259	
<b>Bengal++</b>											
Inspectors and Assistant Inspectors		10	18,722	197	102	not re- turned	102	not re- turned	122	2,560	
Deputy Inspectors		43	3,539	1,301	177	260	437	ditto	150	2,058	
Sub-Inspectors		173	874	312	189	152	341	ditto	201	1,935	
Inspectors		8	12,346	735	106	293	399	7,734	159	1,312	
<b>North-Western Provinces and Oudh</b>											
Assistant Inspectors		1	24,246	1,343	167	67	234	6,694	117	1,345	
Deputy Inspectors		44	2,566	140	270	27	297	6,256	267	2,554	
Sub-Deputy Inspectors		34	2,599	129	212	—	212	5,485	245	1,898	
Inspectors and Assistant Inspectors		7	15,427	296	not re- turned	—	296	not re- turned	140	2,809	
<b>Punjab</b>											
District Inspectors and Chief School Moharrirs		30	3,600	46	184	—	184	2,170	200	1,500	

(Contd.)

1	2	3	4	5	6	7	8	9	10	11
Central Provinces Inspector-General										
		1	84,445	1,444	120	—	120	not re- turned	157	2,430
Inspectors										
		3	28,148	481	319	—	319	—	210	2,950
District and Joint Inspectors										
		20	4,222	72	219	—	219	—	249	2,101
Assam										
	Inspector	1	4,634	1,455	not re- turned	not re- turned	not re- turned	not re- turned	201	not re- turned
Deputy Inspectors										
		9	4,032	158	ditto	ditto	ditto	ditto	144	1,855
Sub-Inspectors										
		14	1,783	75	ditto	ditto	ditto	ditto	182	2,235
Coorg										
	Inspectors	1	1,583	63	40	—	40	not re- turned	not re- turned	472
Haidarabad Assi- gned Districts										
	Sub-Deputy Inspector	1	1,583	51	51	—	51	2,632	178	999
	Inspector	1	17,711	22	22	—	22	3,969	154	2,142
Total for India//										
	Deputy Inspectors	7	5,060	139	117	—	117	4,299	163	1,361
Inspectors and Assistant Inspectors										
		45	24,417	882	131	137	189	6,686	160	2,113
Deputy Inspectors										
		238	4,211	291	180	99	230	4,178	198	1,878
Sub-Deputy Inspectors										
		241	2,132	133	140	135	182	33,934	203	1,665

\* No returns available to show the work done by the Deputy Inspector of Muhammadan Schools and by the Inspector and Deputy Inspector of Schools in Madras.

+ No returns available to show the work done by the Inspectresses of Schools in Bombay.

++ No returns available to show the work done by the Inspectress of Schools in Bengal.

// Excluding British Burma and all Native States that administer their own systems of education, and Excluding the Inspector and Deputy Inspectors of Schools in Ajmer.

TABLE II

Statement showing the Cost of Inspection and Control in Different Provinces of India during the Official Year 1981-82

Name of Province	Number of Officers	Officers of each class	Yearly Salaries	Travelling allowance	Contingent expenditure	Total	Percentage of provincial expenditure to total expenditure on education* from Provincial Funds	Percentage of total expenditure (column 7) to total expenditure on education*	Remarks
1	2	3	4	5	6	7	8	9	10
Madras	19(c)	Director of Public Instruction Director's Establishment	Details not available			Rs. 40,479	Rs. 4.12	Rs. 1.17	(a) Includes expenditure on office-establishments and contingencies.
	7	Circle Inspectors	Rs. 67,845	Rs. 20,955	—	88,800			(b) Undistributed charges on account of inspection.
	1	Inspector	4,800	1,919	—	6,719			++ Charges included in the expenditure shown above against inspecting officers.
	1	Deputy Inspector	1,100	317	—	1,417			
	55	Deputy Educational Inspectors	59,115	41,255	—	1,00,370	20.29	7.92	
	157	Inspecting Schoolmasters	840	1,081	—	1,921			
	152(c)	Establishments of Inspecting Staff	—	—	—	—			
			—	—	—	75,460(b)			
Total	393		1,23,700	65,527(a)	—	3,15,166	24.41	9.09	(c) Includes Clerks and Peons.

1	2	3	4	5	6	7	8	9	10
Bombay	1	Director of Public Instruction	27,750	866	2,278	30,804			
14(c)	Director's Establishment	7,776	284	—	8,060	3,42	1.14		
5	Educational Inspectors	54,162	5,122	5,443	64,727				
3	Inspectresses								
24	Deputy Educational Inspectors	39,556	8,714	8,230	56,500				
14	Assistant Deputy Educational Inspectors	10,718	4,454	766	15,938	15.11	6.17		
159(c)	Establishments of Inspecting Staff in British Districts	39,674	4,797	50	44,521				
11	Deputies and Sub-Deputies employed in Native States	—	—	—	29,991				
Total	231		1,79,636	24,237	16,767	2,50,631	18.53	7.31	
Bengal	1	Director of Public Instruction	25,594	271					
39(c)	Director's Establishment	18,190	—	10,186	71,405	2.69	1.14		
41	District School Committee's Clerks								
5	Circle Inspectors			17,164	—				
5	Joint or Assistant Inspectors	[84,744](d)	[11,248](d)						
1	Inspectress								
43	Deputy Inspectors	[1,69,925](d)	[86,131](d)	[10,888](d)	[5,79,100](d)	[14.26]	[6.04]		
173	Sub-Inspectors				3,68,333	13.85	5.88		
42(c)	Establishment of Circle Inspectors			(16,254)	—				
Total	350		3,31,871	97,650	21,074	4,39,738	[16.95]	[7.18]	
			—			16.54	7.02		

(d) The figures enclosed in square brackets are taken from the Accountant General's Statement of expenditure and exceed the total expenditure as shown by the Department by Rs. 10,857.

1	2	3	4	5	6	7	8	9	10
North-Western Provinces 16(c) and Oudh									
	1	Director of Public Instruction- Director's Establishment 9 Divisional Inspectors 44 Deputy Inspectors 34 Sub-Deputy Inspectors 165(e) Establishments of Inspecting Staff	33,791	877	872	35,540	3.83	1.73	
			1,73,658	25,450	16,807	2,15,915	22.59	10.51	
Total	269		2,07,449	26,327	17,679	2,51,455	26.42	12.24	
Punjab									
	1	Director of Public Instruction	38,152	927	3,373	42,452	6.73	2.60	
	19(c)	Director's Establishments							
	7	Circle Inspectors	46,035	5,221	3,214	54,470			
		Assistant Inspectors	9,134	2,095	—	11,220			
	30	District Inspectors	31,785	4,354	1,526	37,665	11.21	7.80	
		Chief School Muharirs	6,654	1,670	224	8,548			
	15(c)	Establishments of Inspecting Staff	16,032	242	—	15,274			
Total	132		1,46,792	14,509	8,337	1,69,638	17.94	10.40	
Central Provinces 11(c)									
	1	Director General of Education	17,679	1,037	—	18,716	7.32	3.93	
	11(c)	Inspector General's Establishments							
	3	Circle Inspectors	5,430	64	2,296	7,790			
			33,632	4,585	—	38,217			
	20	District and Joint Inspectors	18,322	5,238	—	23,560	21.33	11.45	
	41(c)	Establishments of Inspecting Staff	10,254	563	4,558	15,375			
Total	76		85,317	11,487	6,854	1,03,658	28.65	15.38	

1	2	3	4	5	6	7	8	9	10
Assam	1 Inspector 9 Deputy Inspectors 14 Sub-Deputy Inspectors (c) Establishments of Inspecting Staff			Details not furnished		48,781	34.46	15.68	
Total	67		—	—	—	48,781	34.46	15.68	
Coorg	1 Director of Public Instruction(e) Director's Establishments 1 Inspector(f) 1 Sub-Deputy Inspector Establishments of Inspecting Staff		—	—	—	—	—	—	(e) The expenditure on Direct in Mysore and Coorg is a charge on the Mysore Revenues only.
			—	821	—	321	6.20	5.72	
			480	—	—	480	—	—	
			—	—	—	—	—	—	
Total	3		480	821	—	1,301(g)	6.20	5.72	(f) The Inspector is also Principal of the Merakara High School and receives no separate emoluments as Inspector.
Haidarabad Assigned Districts	1 Director of Public Instruction 8(c) Director's Establishment 1 Inspector 7 Deputy Educational Inspectors 26(c) Establishment of Inspecting Staff		12,000 4,443 4,800 13,591 5,035	838	1,140	18,421	7.82	5.22	(g) Exclusive of the expenditure of Rs. 324 on the Inspecting Staff.
				3,395	2,430	29,251	12.23	8.29	
Total	43		39,869	4,233	3,570	47,672	20.05	13.51	
Total for India +	Direction Inspection					2,73,757 13,54,283	3.87 16.58	1.50 7.44	

\* including the expenditure on all professional and technical institutions and on schools for Europeans and Eurasians.

+ Excluding British Burma and all Native States that administer their own system of education. The cost of inspection in Ajmer (Rs. 6,374) is also omitted.

great extension of primary schools, arrangements should be made for securing a large amount of voluntary agency in the work of inspection and examination. Our enquiries have led us to set a high value on extra-departmental assistance of this kind, and to urge that every encouragement should be offered to it. It is true that inspection by an untrained person is not so effective as that by a professional expert; and that it cannot be generally counted on to remedy those defects of organisation and method which a trained Inspector at once discovers and seeks to remove. But there are benefits of another kind to be gained from enlisting the services of official and other visitors in the inspection of schools. The influence of the District Officer at any rate is so great, and the advantages of showing the people that he interests himself in their education are so manifest, that it is very desirable that his official connection with all the schools in his district should be definitely declared, in accordance with the existing rule in Bombay. We therefore recommend *that it be recognised as the duty of the revenue officers to visit the schools within their jurisdiction, communicating to the executive officers or the board to which each school is subordinate any recommendations which they may desire to make.* The official influence of other visitors, whether officers of Government or not, is less; but we think it desirable that visits of inspection by such persons also should be encouraged. These visits serve at any rate to show interest and sympathy; and every one who has travelled much in the interior of the country knows with what alacrity the visit of a passerby is welcomed by the headmaster; what pride he takes in seeing his best pupils acquit themselves well before the stranger; and how eager he is to make the most of an occasion which breaks the monotony of his daily task. We have already referred to the use that is made, in some districts of Bengal, of village committees appointed to assist the officers of the Department in conducting the central examinations of primary schools. We therefore supplement the last Recommendation by the following: *that voluntary inspection by officers of Government and private persons be encouraged in addition to the regular inspection of departmental and revenue officers.*

*Report of the Indian Education Commission, 1882-83, Calcutta. 1883.*  
(Chapter VII, Paragraphs, 339-46, 349, 356, 357, 366-70)

## DOCUMENT No. 2

*Main recommendations made by the Indian Education Commission 1882-83 regarding the Education Department.*

**Extract from Paragraph 679 of Chapter XIII of the  
Report of the Indian Education Commission**

1. That when an educational officer enters the higher graded service of the Education Department, his promotion should not involve any loss of pay.
2. That conferences (1) of officers of the Education Department and (2) of such officers with managers of aided and unaided schools, be held from time to time for the discussion of questions affecting education, the Director of Public Instruction being in each case *ex-officio* President of the Conference. Also that Deputy Inspectors occasionally hold local meetings of the schoolmasters subordinate to them for the discussion of questions of school management.

\* \* \*

9. That native and other local energy be relied upon to foster and manage all education as far as possible, but that the results must be tested by departmental agency, and that therefore the inspecting staff be increased so as to be adequate to the requirements of each Province.
10. That the remuneration of the subordinate inspecting officers be reconsidered in each Province with due regard to their enhanced duties and responsibilities.
11. That as a general rule, transfers of officers from Professorships of Colleges to Inspectorships of Schools and vice versa, be not made.
12. That it be distinctly laid down that native gentlemen of approved qualifications be eligible for the post of Inspector of Schools, and that they be employed in the capacity more commonly than has been the case hitherto.
13. That Inspectresses be employed where necessary for the general supervision of Government aided, and other girls' schools desiring inspection.
14. That in every Province a Code be drawn up for the guidance of Inspecting Officers.
15. That it be recognised as the duty of the Revenue Officers to visit the schools within their jurisdiction, communicating to the Executive Officers or Board to which each school is subordinate any recommendations which they may desire to make.
16. That voluntary inspection by officers of Government and private persons be encouraged, in addition to the regular inspection of departmental and Revenue Officers.
17. That the detailed examination of scholars in primary schools be chiefly entrusted to the Deputy Inspectors and their assistants, and that

the main duty of the Inspectors in connection with such schools be to visit them, to examine into the way in which they are conducted, and to endeavour to secure the cordial support of the people in the promotion of primary education.<sup>1</sup>

*Report of the Indian Education Commission, 1882-83, Calcutta, 1883.*  
(Paragraph 679, chapter XIII, pp. 592-93)

### DOCUMENT No. 3

*Resolutions of the Government of India ensuring that officers of the Education Department receive a thorough practical training in the use of vernacular languages and in administrative works, to qualify them for the highest offices open to them.*

**Extract from the Proceedings of the Government of India, in the  
Home Department (Education) No. 10/300-310, Simla, the  
4th September 1886**

Read:

Home Department Circular letter to Local Governments and Administrations, No. 8-236-245 dated the 31st July 1885,<sup>2</sup> regarding the desirability of giving a thoroughly practical training to Educational Officers both in the use of the vernacular languages and in administrative work.

The following replies to the above circular:<sup>3</sup>

From the Government of Madras, no. 775, dated the 5th December 1885.

From the Government of Bombay, no. 2000 dated the 9th November 1885.

From the Government of Bengal, no. 70, dated the 27th January 1886.

From the Government of North-Western Provinces and Oudh no. 1218E/111-87 dated the 30th October 1885.

From the Government of Punjab, no. 132, dated the 5th October 1885.

From the Chief Commissioner, Central Provinces, no. 930-40, dated the 9th March 1886.

From the Chief Commissioner, Burma, no. 380-94E, dated the 17th September 1885.

From the Chief Commissioner of Assam, no. 5510, dated the 22nd September 1885.

<sup>1</sup>The same recommendations are reproduced in paragraph 389 of chapter VII of the *Report of the Indian Education Commission, 1882-83*.

<sup>2</sup>See *Home-Education, A Proceedings*, July 1885, no. 156.

<sup>3</sup>These replies are to be found in *Home-Education, A Proceedings*, September 1886, nos. 96-110.

From the Chief Commissioner of Coorg, no. 1221-222, dated the 12th October 1885.

Read also:

Despatch to Her Majesty's Secretary of State, no. 5, the 11th July 1885.

Despatch from her Majesty's Secretary of State, no. 96 dated the 30th September 1885.

### Resolution

In the Home Department Circular letter read in the preamble the Governor-General in Council observed with regret that in several Provinces, Local Governments have of late been compelled, owing to the absence of thoroughly qualified officers in the ranks of the Provincial Educational Staff, to appoint persons, not belonging to the Educational Service, to the highest administrative office in the Department. In view of the orders of Her Majesty's Secretary of State,<sup>1</sup> His Excellency in Council considered it a point of great importance that officers serving in the Education Department should receive a thoroughly practical training both in the use of the Vernacular languages and in administrative work, such as would qualify them for the highest office open to them. The attention of Local Governments and Administrations was accordingly invited to the matter, and enquiry was made as to the steps which should be taken in order to ensure that Educational Officers shall receive an efficient training of the nature contemplated. It was added:

"It is not overlooked that Officers of the Education Department are at present required to pass certain examinations, in languages, and are encouraged by rewards to present themselves for examination by certain higher tests; but it may be feared that existing arrangements do not secure that intimate colloquial knowledge of the Vernaculars, without which the duties of inspection cannot be satisfactorily performed. It will also, no doubt, be recognized as desirable that a thorough training in administrative work should be undergone by officers who are candidates for the Directorship of Public Instruction."

Opinions were also called for as to the best mode of reconciling the above object with the views of the Education Commission as embodied in Recommendation 11<sup>2</sup> of chapter VII of their report.

2. The question for consideration, briefly stated, is therefore what measures, if any, can be taken with the object of enhancing the qualifications of Education Officers for the appointment of head of the Department, so that Local Governments and Administrations may not be obliged on the occurrence of vacancies to confer that appointment on

<sup>1</sup>These orders are contained in the following despatches: no. 4, dated 7 April 1859, paragraph 41 and no. 31, dated 8 November 1860, paragraph 3. For details see pp. 127 and 155 of the *Selections from the Records of the Government of India*, Home Department, no. LXXVI.

<sup>2</sup>"That, as a general rule, transfers of officers from Professorships of colleges to Inspectorships of school and vice versa, be not made." See Document no. 2.

persons not belonging to the Educational Service, owing to the public interests when no duly qualified Educational Officer is available, must naturally cause discontent among officers who belong to the Education Department, and discontent must, as a rule, be followed by diminution of zeal and consequently of efficiency. Further, such appointments must necessarily tend to lessen the attractiveness of the Educational Service, and thereby to lead to a deterioration in the class of candidates who offer themselves for employment in that service. Fully recognising these facts, the Governor-General in Council is now desirous of taking all possible measures to improve the qualifications of Educational Officers for that post of Director of the Department, so as to avoid rendering necessary the appointment of outsiders, and to enable Local Governments to give effect to the principles laid down by Her Majesty's Secretary of State in 1860, and reaffirmed by the Government of India in 1873,<sup>1</sup> as those by which promotion in the Education Department should be regulated.

3. As regards the question of giving Educational Officers a thoroughly practical training in the use in the Vernacular languages, some of the authorities consulted express doubts as to the necessity of the head of the Department possessing any knowledge whatever of the Vernaculars on the ground of the constantly and rapidly increasing use of English as the official language and as the general medium of communication between educated natives. This view, however, does not altogether commend itself to the Government of India. Although there doubtless have been and will from time to time continue to be, instances in which the duties of the Directorship of Public Instruction are performed with thorough efficiency by officers who do not possess any very intimate knowledge of the Vernaculars, the Governor-General in Council cannot but think that, other qualifications being equal, an officer with an intimate knowledge of the Vernaculars, current in the Presidency or Province where he is employed may be expected, as a rule, to perform his duties as head of the Education Department with greater efficiency than an officer without such knowledge. Want of knowledge of the Vernacular languages must necessarily be disadvantageous insofar as it deprives the officer concerned of the possibility of learning at first hand from those immediately concerned the educational requirements of particular localities and generally of ascertaining by means of direct personal enquiry the condition of the lower classes of schools and of verifying as occasion offers the statements and reports made by subordinate officers. For these reasons, amongst others, it appears to the Government of India that it is certainly desirable to encourage the study of the Vernaculars by officers of the Education Department, more especially when it is remembered that it is the policy of the Government to withdraw gradually from the field of higher education; and that as this process

<sup>1</sup>Paragraph 2 of Home Department letter to Bengal Government, no. 373 dated 22 October 1873.

extends, the attention and efforts of Educational Officers will be concentrated to an increasing degree on education of the primary class, in connection with which a good knowledge of the current Vernaculars cannot fail to be of the greatest value.

4. As regards the language tests at present prescribed for Educational Officers, it is understood that the obligation extends to passing in one Vernacular by a standard equivalent to the higher standard examination for Military Officers. In order to render more difficult and searching the colloquial portion of this examination, the Government of Bengal has recently approved a proposal that Educational Officers, besides being required to converse with a native in the presence of the Examiner or with the Examiner, should also be required to translate colloquial sentences at hearing, and to dictate at sight a paper to the Examiner or his Assistant, these tests being especially applied with regard to the Examiner's professional work. This change seems to the Government of India a useful one, the principle of which might with advantage be adopted by other Local Governments and Administrations if the obligatory language tests prescribed for Educational Officers are not already sufficiently severe. It might also be well if the existing tests were carefully examined and, where necessary, modified so as to secure increased efficiency in colloquial knowledge of the Vernaculars on the part of Educational Officers. As regards optional language examinations the general rule appears to be that Educational Officers are allowed to appear for the high proficiency test as prescribed for Covenanted Civilians, but that the rewards for passing are less in the case of the former than in that of the latter, while no Educational Officer is permitted to receive rewards for passing in more than two languages. The question whether it is desirable to extend the scope of the rules under which Educational Officers are encouraged by rewards to pass these optional examinations is being separately considered by the Government of India, and it is therefore unnecessary further to refer to it here. Apart from the optional and obligatory examination tests, it appears to the Government of India that an additional inducement would be offered to officers of the Education Department to gain a colloquial knowledge of the Vernacular if they were clearly given to understand that, in the selection of an officer to fill the appointment of Director of Public Instruction, preference will, other qualifications being equal, be given to an officer possessing a knowledge of the Vernaculars over one who does not possess such a knowledge.

5. Next, as regards the measures which should be taken for securing thorough training in administrative work on the part of Educational Officers who are candidates for the post of Director of Public Instruction, the Governor-General in Council fully recognises that it is not possible to do anything in this direction by means of hard-and-fast rules, and that it must be left to Local Governments and Administrations to take advantage of such

opportunities as may from time to time occur of training the more capable of their Educational Officers in such a varied manner as will qualify them to perform the duties required from the head of the Department. From this point of view it seems desirable that, if this is not already the practice, efforts should be made to pass a certain number of Educational Officers regularly through the grade of Professor, Principal, and Inspector in order that they may gain a thorough knowledge of the duties which devolve on the holders of each of those classes of appointments. The Government of India has no desire whatever to prescribe any rule of universal application requiring every Educational Officer to serve for a time in the capacity of Inspector, for the Governor-General in Council entirely agrees with those of the authorities consulted who urge that any such rule would be open to serious objection as tending to lessen the efficiency of the inspecting staff by attaching thereto officers who possess neither the necessary qualifications nor inclination for the particular branch of work. On the other hand, His Excellency in Council has no hesitation in expressing his concurrence in the view that as a rule, officers who are candidates for the post of Director of Public Instruction should undergo training both in the Professional and Inspectoral branches of the service. The employment under such circumstances of Professors as Inspectors would not, in the opinion of the Government of India, be opposed to the recommendation<sup>1</sup> of the Education Commission, in as much as the real aim of that recommendation appears to have been to prevent officers from being put to a class of work for which they were not qualified, and also to prevent unnecessarily frequent transfers between the tuitional administration branches. These objects would be perfectly secured if the appointment of Professors as Inspectors were, as it should be, regulated by selection and by considerations of fitness. The Governor-General in Council accordingly desires it to be understood that this recommendation of the Education Commission, which has been accepted by the Government of India, must not be regarded as prohibiting the transfer of Educational Officers from Professorships of Colleges to Inspectorships of Schools, but that Local Governments and Administrations are allowed full discretion to the most promising members of their teaching staff an opportunity of acquiring experience as Inspectors and thereby of gaining that degree of administrative experience which cannot but facilitate the proper performance of the duties of a Director of Public Instruction.

6. In some of the replies received from Local Governments and Administrations reference is made to the difficulty which necessarily arises of always finding an officer fully qualified for the post of Director of Public Instruction owing to the range of selection being confined to the ranks of the Local Education Department. This difficulty appears to the Government

<sup>1</sup>Recommendation no. 11 in chapter VII of the *Report of the Indian Education Commission, 1882-83*. See Document no. 2.

of India to be a real one, and in order to obviate it as far as possible, the Governor-General in Council is of opinion that, failing a qualified officer in the local service, the Educational Service of other Local Governments and Administrations should be deemed available for the selection of an officer as Director, before recourse is had to officers who do not belong to the Educational Department.

7. The above remarks are confined to the particular points raised in the papers read in the preamble; but there is another matter which the Governor-General in Council thinks it desirable to discuss in connection with the present questions, namely, whether it would not be convenient if Professorships in the Government Colleges were in some cases filled by specialists, engaged for this purpose for a definite period on a fixed rate of pay. In favour of a change in this direction it has been urged that the present system is open to objection, as it involves the liability of gentlemen appointed for a special purpose such, for example, as the teaching of physical science to be transferred to work of an entirely different nature, while they are led to expect promotion to administrative offices the duties appertaining to which, if they are to be properly performed, require previous training as Inspectors, for which branch of work, however, those concerned were not in the first instance engaged, and may not possess sufficient qualifications or aptitude. On the other hand, it is argued that there are substantial objections to appointing to the Education Department an officer with special qualifications on a fixed salary, when that officer will find himself working with colleagues who receive salaries carrying annual increments and who enjoy special leave and pension advantages denied to him. As at present advised, the Governor-General in Council is disposed to think that these objections might be obvious or at all events minimised, if the positions were fully explained to the gentlemen selected for the appointment on these terms, and if the conditions were clearly expressed in the agreement entered into with them, clauses of doubtful meaning being avoided. Before, however, further considering the matter the Government of India would be glad to be favoured with the views of Local Governments and Administrations as to the desirability of modifying the existing system in the direction described.

*Order:* Ordered, that this Resolution be communicated to the Local Governments and Administrations for information and guidance.

(True extract)

A.P. MACDONNELL,  
Officiating Secretary to the Government of India.

## DOCUMENT No. 4

*Resolution of the Government of India directing the formation of a Commission to enquire into and report upon the question of admission of the Natives of India to the various branches of public service connected with the civil administration of the country.*

**Extract from the Proceedings of the Home Department (Public),  
No. 34/1573-98, Simla, the 4th October 1886**

**Resolution**

A prolonged correspondence has taken place with Her Majesty's Government on the subject of the system under which Natives of India are admitted either to the Covenanted Civil Service under the Statute 21 and 22 Vic., Cap. 106, Section 32,<sup>1</sup> or under the Statute 33 Vic., Cap. 3, Section 6,<sup>2</sup> to offices formerly reserved exclusively to members of that Service. As a result of this correspondence, Her Majesty's Secretary of States has recently accepted a suggestion made by the Government of India that the question of the admission of Natives of India to such service and offices should be reopened and carefully considered, and has requested that a Commission should be appointed in India for that purpose. He has also expressed a desire that the enquiry to be made by the Commission should extend, not only to the admission of Natives to the offices referred to above, but to their employment in all branches of the Public Service connected with the civil administration of the country. From the subjects to be referred to the Commission, all questions connected with the conditions on which English candidates are admitted to the Indian Civil Service examination in England

<sup>1</sup>In 1858 the Government of India was transferred from the Company to the Crown by the Statute 21 and 22 Vic., Cap. 106. Section 32 of this Statute imposed upon the Secretary of State in Council, acting with the advice and assistance of Her Majesty's Civil Service Commissioners in England, the duty of making Regulations for "admitting all persons, being natural-born subjects of Her Majesty (and of such age and qualification as may be prescribed in this behalf), who may be desirous of becoming candidates for appointment to the Civil Service of India, to be examined as candidates, accordingly, and for prescribing the branches of knowledge in which such candidates shall be examined, and generally for regulating and conducting such examinations under the Superintendence of the said last-mentioned Commissioners, or of the persons for the time being entrusted with the carrying out of such Regulations as may be from time to time established by Her Majesty for examination, certificate, or other test of fitness in relation to appointments to junior situations in the Civil Service of the Crown."

For further details see *Report of the Public Service Commission, 1886-1887*, p. 12.

<sup>2</sup>Statute 33 Vic., Cap. 3 was introduced in 1870. The object of Section 6 of the Statute was to provide "additional facilities...for the employment of natives of India of proved merit and ability in the Civil Service of Her Majesty in India."

For details see *Report of the Public Service Commission, 1886-87*, pp. 18-19.

are excluded.

In regard to the constitution of the Commission, the Secretary of State indicated his view that it should include a proportion of Native members, which may sufficiently represent the different classes and modes of thought in India, and that it should also include a trained English lawyer, if possible, of judicial experience. In regard to its object, the Commission would, broadly speaking be required to devise a scheme which may reasonably be hoped to possess the necessary elements of finality, and to do full justice to the claims of Natives of India to higher and more extensive employment in the public service. The Governor-General in Council fully and cordially accepts this decision, and in accordance therewith has resolved to appoint a Commission for the purpose of giving effect to it. In making the suggestion which has now resulted in this decision, the Government of India expressed the belief that any scheme to be entirely satisfactory would require Parliamentary legislation hereafter. It may be further remarked that the investigations of the Commission now to be constituted will be preparatory to the Parliamentary enquiry into Indian affairs which it is the intention of Her Majesty's Government to undertake at an early date.

2. As regards the composition of the Commission, the Governor-General in Council, in view of the scope of the enquiry and the magnitude and variety of the interests involved, considers that the matter can be best dealt with by a Commission consisting of about fifteen members, including the President, for which office His Excellency in Council has selected the Hon'ble Sir Charles Aitchison<sup>1</sup>, K.C.S.I., C.I.E., Lieutenant Governor of the Punjab. The Governments of Madras, Bombay, Bengal and the North-Western Provinces with Oudh will each be invited to submit the names of three officers whose personal experience of the actual working of district administration (including, as far as possible, in that term both executive and judicial branches) has been sufficiently varied and extensive to entitle them to speak with authority upon that subject for their own Provinces. From the names thus submitted the Governor-General in Council will select a representative for each of the four Provinces above mentioned. The Punjab will be represented by the President. With a view to ensure the proper representation of Native opinion on the Commission, the Local Governments named should at once take such steps as may in their opinion, be necessary to ascertain the persons regarded as most completely representative of Native opinion, and as commanding the widest confidence amongst their fellow-countrymen; and the Governor-General in Council would be glad to be furnished as soon as may be found possible by each of the above Local Governments with the names of not less than three gentlemen, being natives

<sup>1</sup>Sir Aitchison came to India in 1856. He was Lt. Governor of Punjab (1882-87), Member of the Supreme Council (1887-88) and President of the Public Service Commission (1887-88). He is the author of *The Native States of India* and *Lord Lawrence in the Rulers of India Series*.

of the Province concerned, who are considered best fitted to represent on the Commission the several classes and modes of thought in the Province. From the names so submitted, His Excellency in Council will choose four Provincial representatives, and he will also reserve the power of making, after due consideration and enquiry, additional nominations, with a view to the more complete representation of Native views. A representative of the non-official European and of the Eurasian community respectively will be selected by the Governor-General in Council, and to this end the Local Governments mentioned above are requested to submit the names of the gentlemen who, in their opinion, would best represent the views of those communities respectively. His Excellency will also appoint a delegate on behalf of the Government of India and a trained English lawyer of judicial experience. The duties of Secretary of the Commission will be performed by Mr. F.C. Daukes,<sup>1</sup> who will be specially deputed for this purpose.

3. The enquiry is to embrace the employment of Natives of India not only in appointments ordinarily reserved by law for members of the Covenanted Civil Service, but also in the Uncovenanted Service generally, including in this term the lower administrative appointments, executive and judicial, and all special Departments connected with the Civil Administration of the country. The enquiry thus contemplated is not only one of great magnitude and importance, but such as requires a careful preliminary collection of facts. Such an investigation has already been made in regard to the class of appointments hitherto ordinarily reserved for the Covenanted Civil Service, and in regard to Uncovenanted Executive and Judicial posts; but no such investigation has been prosecuted in the case of other branches of the public service. For these reasons, and also because the constitution of a Commission, settled rather with reference to the considerations likely to arise in connection with the posts above referred to, might not be altogether suitable for an enquiry into special branches of the public service, it seems desirable that the two matters should be separately dealt with. For the present, accordingly, the Government of India thinks it well that the Commission should direct its attention mainly to the question of the condition under which Natives of India should be employed in the posts which are ordinarily reserved for the Covenanted Service, and to questions relating to the admission of Natives of India and Europeans respectively to those branches of the Uncovenanted Service which are directly engaged in the executive and judicial administration of the country. The enquiry in regard to other branches of the public service will thus be postponed until the more important question has been dealt with. It may afterwards be convenient to reconstitute the Commission with a view to enable it to deal

<sup>1</sup>Mr. Daukes was appointed to the Civil Service of India after the examination of 1867. Among important positions he held were: Secretary, Public Service Commission (1886), and Secretary to the Chief Commissioner of Assam (1890).

with the remaining questions, which are more or less technical in their character, and for a proper settlement of which it is essential that recourse should be had to the professional opinion of experts.

4. With reference to the preliminary collection of facts declared in the foregoing paragraph to be a necessary preparatory step in this enquiry, it must here be stated that the question of the proper strength of the Covenanted Service has already formed the subject of careful examination, and important decisions upon it have been arrived at by the Government of India in communication with Her Majesty's Secretary of State. All relevant papers bearing on this question will be laid before the Commission, and it is believed that, in view of the discussions which have already taken place, and the conclusions which have been come to, there will be no necessity to go over the same ground again. The Commission, however, is not precluded from reviewing the facts thus collected or the conclusions thus arrived at. Accordingly, should it find, in the course of its investigations reason for thinking that a further limitation in the number of posts reserved by law for the Covenanted Service is desirable, or that the larger employment of Natives of India in particular offices or classes of offices connected with the Civil Administration not now usually held by them may be conducive to the public good, either absolutely or on condition of the free admission of Europeans to offices from which they in their turn are now excluded, it will not be debarred from submitting any recommendations it may desire on such points. These, however, should be regarded as supplementary points, and the most important duty of the Commission in this portion of its enquiries will be to consider the means best adapted to secure the admission of competent Natives of each Province of India to such full proportion of the Covenanted Service employed in that Province as may not, under the orders of Her Majesty's Government, be reserved for Europeans.

5. As regards the scope of the enquiry to be entrusted to the Commission, it may further be stated that the investigation should not be confined to the rules framed under the Statute 22 Vic., Cap. 3, Section 6, but should be instituted with a view to Parliamentary legislation, if necessary. It is not possible to specify at the present moment with any approach to completeness the various points which should come under the consideration of the Commission but attention may be drawn to the great importance of conducting a careful enquiry into the evidence as to the existence and extent of any dissatisfaction which may be felt by the Native community in regard to the existing Statutory Service; into the grounds upon which any such feeling, if it prevails, is based; into the question whether it is the Statute of 1870 itself that is objected to, or the rules framed under it,<sup>1</sup> and into the results of the selections made under the Statute. It may be observed that the

<sup>1</sup>For details regarding the Statute of 1870 and rules framed under it see *Report of the Public Service Commission, 1886-87*, pp. 18-22.

Statute of 1870 is one of remarkable breadth and liberality; that it empowers the Government of India and the Secretary of State acting together to frame rules under which Natives of India may be admitted to any of the offices hitherto reserved to the Covenanted Civil Service; and that it would appear that there is practically no method of selecting Natives for higher employment in India which its provisions would not allow to be attempted. The grounds therefore of any objection to a Statute of this character require careful scrutiny.

6. It has been suggested that the Act of 1870 is open to objection, because it admits persons to specific appointments only, and not to membership in an organised "Service". The reasons for this desire to be enrolled in a service should be fully weighed, and it should be considered how far the privileges of pay, promotion, and retiring annuity, which Indian public servants enjoy through belonging to the Covenanted Civil Service, and the conditions generally under which they hold their offices, are suitable to Natives of India obtaining office under the Statutory Rules. It appears to be expressly suggested that the Act of 1870 is unpopular, because a person appointed under it draws, according to the rules laid down, pay at a lower rate than if he were a member of the Indian Civil Service appointed after competition in London. This point will require serious consideration from the Commissioners, because, among other reasons, it raises an important question as to the financial savings, which, it is generally supposed will arise from the more extensive employment of Native gentlemen in the public service.

7. If it be found on enquiry that it is the Statutory Rules which excite dissatisfaction and not the Statute itself, the grounds of such dissatisfaction should be closely examined. It will be most useful to ascertain, for example, whether the communities of the various Provinces, and specially the classes from which Native public servants are commonly drawn, disapprove of selection in any form, with or without probation; whether competition of some sort is the only mode of selection which commends itself to them; and whether they think that a combination of both systems possess advantages, more especially with regard to the promotion to higher office of deserving members of the Subordinate Executive and Judicial Services. It is scarcely necessary to remark that in a country of such extent as India, inhabited by a population so vast and various and of such unequal civilisation, the evidence taken on these points, to be of real value, should be collected over a wide area and from numerous classes of people.

8. In connection with the question whether or not it is desirable that there should be a competitive examination in England for Natives of India, the Commission will, no doubt fully examine into the report on the advantages and disadvantages of competitive selection in India, on the conditions of such competition, on the view which is likely to be taken of such a system

by the Native community at large, and on the desirability or otherwise of requiring or encouraging candidates selected in India to proceed to England with a view to passing there a period of probationary training. If the Commissioners are favourable to the maintenance, substantially, of the present system, which permits Natives to compete in England, it will be necessary to enquire what are the limits of age for Native candidates, and what the changes (if any) in the character of their examination which the Commissioners would recommend. It has already been stated that no question regarding English candidates is referred to the Commission; but, in view of the difficulty of reconciling the systems which are respectively best adapted to the two classes, and supposing that the Commission decide on recommending the maintenance of the present system of competitive examination in England, the Commissioners should give special attention to a suggestion made by the Bengal Government that the number of Native probationers to be selected by competitive examination in London should be first fixed, and that the Native candidates should be selected by an examination separate from that of the Europeans, and especially adapted as regards limits of age and otherwise to the conditions of Natives of India.

9. With regard to the question of affording facilities to Natives of India to proceed to England to compete for the Indian Civil Service, the Commissioners will doubtless be able to obtain much valuable evidence from an enquiry on the following points: (1) Whether there is reason to believe that the young Natives obtained under the existing system of the open competition in England for the public service in India are the best as regards character and capacity who could be got for it under any systems; (2) whether such a system is favourably looked upon by large and important classes in India; and (3) what is the relative weight to be attached to recent representations which affirm the general willingness of Indian youths to cross the sea for education, and to others which as strongly deny it. The British Indian Association, for example, appears to have said in a petition to Parliament that "a journey to England entails not only expense and hardship, but the loss of social position to all but the small minority who break with Indian society from personal motives, and are unable to faithfully reflect its sentiments by reason of their isolation."

10. In conclusion, the Governor-General in Council would observe that he has no desire to fetter the discretion of the Commission as to the particular method of enquiry which it desires to pursue. The correspondence which has taken place with Her Majesty's Secretary of State and with Local Governments and Administrations on the subject of Statute of 1870 and the Rules framed thereunder will be placed at the disposal of the Commission; and, with this correspondence before it, it will devolve upon the Commission to determine the particular method or methods of enquiry which may be best calculated to effect the object which the Government has in view.

A complete list of the names of the members composing the Commission will be published in a subsequent Resolution.<sup>1</sup>

*Order:* Ordered, that a copy of the above Resolution be forwarded to the Local Governments and Administrations marginally noted, with the request that due facilities may be afforded to the Commission in the discharge of the duties entrusted to it. The attention of the Governments of Madras, Bombay, Bengal, and the North-Western Provinces and Oudh is at the same time invited to the instruction contained in paragraph 2 of the Resolution.

Madras	Central Provinces
Bombay	Burma
Bengal	Assam
N.W. Provinces	Coorg
and Oudh	Haidarabad
Punjab	

Ordered also, that a copy of the Resolution be forwarded to the Several Departments of the Government of India for information and communication to the Heads of Departments subordinate to them; and that copies be forwarded to the officers noted in the margin.

Superintendent of Port Blair and the Nicobars	Registrar of the High Court, Calcutta
Sanitary Commissioner with the Government of India	Director-General of Statistics of the Government of India
Surgeon-General with the Government of India	Director-General of the Archaeological Survey of India
Secretary to the Board of Examiners	
Registrar of the Calcutta University	

Ordered further, that a copy of the Resolution be forwarded to the Hon'ble Sir Charles Aitchison, K.C.S.I., C.I.E., Lieutenant-Governor of the Punjab, for information.

(True extract)

A.P. MACDONNELL,  
Officiating Secretary to the Govt. of India.

*Home-Public, A Proceedings*, November 1886, no. 115.

<sup>1</sup>The Commission as constituted by the Resolution of 4 November 1886 consisted of the President, Sir Charles Aitchison, the Secretary, Sir F.C. Daukes, and the following fifteen members:

Sir C.A. Turner, Kt., C.I.E.; Mr. C.H.T. Crosthwaite, Bengal Civil Service; The Hon. Romesh Chunder Mitter, B.L., Puisne Judge of the High Court of Judicature, Bengal; The Hon. J.W. Quinton, C.S.I., Bengal Civil Service; Mr. F.B. Peacock, Bengal Civil Service; Raja Udhai Pertab Singh of Bhinga, Oudh; Mr. H.J. Stokes, Madras Civil Service; Mr. T.H. Stewart, Bombay Civil Service; Sayyid Ahmad, Khan Bahadur, C.S.I.; Mr. W.B. Hudson, Mozufferpore; The Hon. Kazi Shahabudin, Khan Bahadur, C.I.E., late Dewan of Baroda; M.R. Ry. Salem Ramaswami Mudaliyar, B.L., Madras; Mr. W.H. Rayland, Uncovenanted Civil Service; Rao Bahadur Krishnaji Lukshman Nulker, Poona; Mr. D.S. White, Madras.

For details see *Report of the Public Service Commission, 1886-87*, pp. 1-2; *Home-Public, A Proceedings*, November 1886, nos. 111-29.

## DOCUMENT No. 5

*Resolution of the Government of India appointing a Sub-Committee of the Public Service Commission for enquiring into the question of the admission of Natives of India and Europeans to certain special branches of public service.*

**Extract from the Proceedings of the Home Department (Public)  
No. 15-574-615, Calcutta, the 8th March 1887**

Read again:

Resolution No. 34-1593-98, dated 4th October 1886, directing the formation of a Commission to enquire into and report upon the question of the admission of Natives of India to the various Branches of the Public Service connected with the Civil Administration of the country.

**Resolution**

In the 3rd paragraph of the Resolution cited in the preamble the reasons are given why the Public Service Commission should in the first instance limit its enquiry to the Covenanted Civil Service and to the judicial and executive branches of the Uncovenanted Service. It was at the same time stated that when the time came for extending the enquiry to the other branches of the Public Service, it might be convenient to reconstitute the Commission in order to enable it to deal with the remaining questions, which are more or less technical in their character and necessitate recourse to the professional opinion of experts.

2. His Excellency the Governor-General in Council now understands that a point in the labours of the Commission has been reached at which it will be convenient to take measures for the commencement of the second division of the enquiry. This embraces the question of the admission of Natives of India and of Europeans to the following branches of the Public Service connected with the Civil Administration of the country, namely, Accounts, Archaeology, Customs, Education, Forests, Geological Survey, Jails, Mint, Opium, Pilot Service, Post Office, Police, Public Works, Registration, Salt, Surveys and Telegraphs.

3. Having given the matter his careful consideration, His Excellency in Council thinks that the enquiry into the preceding Branches and Departments of the Public Service may best be conducted by a Sub-Committee of Members of the Public Service Commission, with the addition of professional colleagues. By this means continuity of action will be preserved, while the experience already acquired by Members of the Commission will be turned to account. His Excellency in Council had proposed that this further enquiry should be entrusted to a Sub-Committee

of two European and two Native Members of the Commission with the temporary addition of Provincial Members to supply professional experience; but owing to the strain imposed on Members of the Commission by their labours in connection with the first portion of the enquiry this arrangement has been found impracticable. It has therefore been decided with a view of distribution of labour and the utilisation of local knowledge, that the enquiry relating to the special branches of the Public Service enumerated in the preceding paragraph shall be conducted by a Sub-Committee consisting of six members,<sup>1</sup> one of whom, Sir Charles Turner,<sup>2</sup> C.I.E., will also be President of the Sub-Committee. With him will be associated the Honourable J.W. Quinton,<sup>3</sup> C.S.I.; and the Hindu, the Muhammadan and the Eurasian Members of the Commission, for such period as may be devoted to the enquiry in the Province to which they belong. As the Public Service Commission does not contain a Muhammadan member from Madras or Bengal, nor an Eurasian member from Bombay or the North-Western Provinces, the Local Governments of those Provinces will nominate as local member of the Sub-Committee a Muhammadan or Eurasian member as required. Finally each Local Government will be requested to nominate to the Sub-Committee for duty while engaged within its jurisdiction a local member, selected from the Department or Branch of the Public Service which is being passed under review, whose duty it will be to bring his local knowledge and professional experience to the assistance of the Committee in obtaining accurate and complete information on the special subject with which it is dealing, and in testing the evidence of witnesses on technical points.

4. The Sub-Committee thus constituted will exercise all the powers vested in the Public Service Commission by the Resolution cited in the preamble and by the orders passed in connection with it; and the Secretary of the Public Service Commission will also so far as may be necessary and so far as his current duties under the Commission permit, act as Secretary of the Sub-Committee.

5. It will be the duty of the Sub-Committee to obtain and digest evidence on definite questions of fact to be placed before the Public Service Commission when it reassembles later in the year. The subjects of the Sub-Committee's enquiry are, first, the present regulations of the various

<sup>1</sup>Sub-Committee in each Province consisted of the following six members: Sir Charles Turner, President; Messrs, J.W. Quinton, K.L. Nulkar, Kazi Shahbudin, a Provincial departmental officer and a provincial representative of the non-official community with special regard to the representation of Eurasians.

<sup>2</sup>Sir Turner was called to the Bar in 1858; was appointed Puisne Judge of the High Court at Allahabad in 1886; was Chief Justice of the High Court of Madras (1879-85) and member of the Council of India (1888-98).

<sup>3</sup>Mr. Quinton joined the Civil Service in the North-West Provinces in 1856, was member of the Board of Revenue, N.W.P. (1885) and Chief Commissioner of Assam (1889).

Departments as to admission to the various grades and ranks in each; the conditions of service in each Department, and the capacity for rendering efficient service therein, of the various classes who put forward claims to such employment. The professional or departmental member should bring clearly and accurately before the Committee by means of evidence the existing organisation of the Department, its technical requirements, the professional attainments essential for efficient service in its various branches and the results of local experience as to the comparative value of the services rendered by persons of various classes now employed in the Department. It will be convenient that the Sub-Committee should closely restrict the scope of its enquiry to the practical issues which it is desired to elucidate.

His Excellency in Council desires that every class of Her Majesty's subjects in India shall have full opportunity to explain and illustrate its claims through representative witnesses on all the subjects of enquiry.

*Order:* Ordered, that a copy of the above Resolution be forwarded to the President and Members of the Commission.

Ordered also, that a copy of the Resolution be forwarded to all Local Governments and Administrations for information and guidance, and with the request that due facilities may be afforded to the Sub-Committee in the discharge of the duties entrusted to it; and to the several Departments, of the Government of India, for information and such action as may be necessary in regard to Departments immediately under them and not under Local Governments; and that copies be forwarded to the officers noted in the margin.

Superintendent of Port Blair  
and the Nicobars

Sanitary Commissioner with the  
Government of India

Surgeon-General with the  
Government of India

Secretary to the Board of Examiners

Registrar of the Calcutta  
University

Registrar of the High Court,  
Calcutta

Director-General of Statistics  
to the Government of India

Director-General of the  
Archaeological Survey of India

(True extract)

A.P. MACDONNELL<sup>1</sup>,  
Officiating Secretary to the Government of India.

*Home-Public, A Proceedings, May 1887, no. 373.*

<sup>1</sup>Macdonnell joined the Indian Civil Service in Lower Bengal in 1865, was Revenue Secretary to the Government of Bengal; Secretary to the Government of India, Home Department, Acting Chief Commissioner of Burma (1889), Chief Commissioner of the Central Provinces (1891), Acting Lt. Governor of Bengal (1893), Member of the Supreme Council

## DOCUMENT No. 6

*The Government of India intimates to the Secretary of State the decision of appointment of a Sub-Committee of the Public Service Commission by supplying a copy of the Resolution on the subject.*

**From the Government of India, to Her Majesty's Secretary of State for India, No.18, Simla, the 12th April 1887**

In continuation of our Despatch no. 60, dated 23 November 1886, we have the honour to transmit, for our Lordship's information, a copy of a further Resolution which we have recorded constituting a Sub-Committee of Members of the Public Service Commission, which, aided by professional colleagues, will, while the operations of the Commission are temporarily suspended for the printing of the evidence already obtained, or the first portion of the subject committee to it, collect and arrange the information and evidence required to enable the Commission to report on the second portion, viz., the questions connected with the employment of Natives of India and of Europeans in the special branches of the Public Service enumerated in the second paragraph of our Resolution. The evidence to be recorded by the Sub-Committee will be placed before the Commission when the latter re-assembles in the autumn to prepare its report under both heads.

*Home-Public, A Proceedings, May 1887, no. 374.*

## DOCUMENT No. 7

*Sub-Committee (Education), Public Service Commission representing Bengal presents the existing structure of the Education Department; emphasises the superiority of the British University education; criticises the graded structure, points out uncertainty of promotion and related problems, and discusses the prospects of the Natives.*

**Note by the Sub-Committee (Education), Public Service Commission representing Bengal**

The Department of Public Instruction in the Lower Provinces was established in 1855.<sup>1</sup> It consists of two branches, the Superior and the

(1893-95), Lt. Governor of N.W.P. (1895-1901) and member of the Council of India (1902).

<sup>1</sup>See *Report of the Indian Education Commission, 1882-83*, chapter II, paragraph 33.

Subordinate Graded Services,<sup>1</sup> together with some special appointments which are not graded. To the superior graded service, containing 40 appointments, belong the Principals and Professors of Government Colleges and Inspectors of Schools, and the Directorship of Public Instruction is held at present by an Officer of that service. These officers, excluding the Director, are divided into four classes, with salaries ranging from Rs. 500 to 1500. Natives of India appointed to the superior grades after 1881 draw only two-thirds of these salaries.

Including the Director, there are in the superior grade 31 Europeans not domiciled in India, 1 Eurasian, 6 Hindus, and 1 Native Christian. Two offices are vacant. The Local Government accepts 7 out of 40 as a minimum of these appointments to be held by Natives of India,<sup>2</sup> and Sir Steuart Bayley,<sup>3</sup> the Lieutenant-Governor of Bengal, expresses his willingness to see it extended.

In the Subordinate Graded Service there are 174 appointments with salaries ranging from Rs. 100 to 500.

One of these is vacant. Only 4 are held by Europeans not domiciled in India and 1 by a domiciled European, while 5 are held by Eurasians, 155 by Hindus, 5 by Mahomedans and 3 by Native Christians.

There are 35 ungraded appointments with salaries of Rs. 100 and upwards. Of these, 8 are held by non-domiciled Europeans, 1 by a Eurasian, 2 by Hindus, 5 by Mahomedans, and 1 by a Native Christian.

In the whole Educational Service, with the limit of salary stated above, different races are thus represented:

Europeans	43
Europeans, domiciled	1
Eurasians	7
Hindus	181
Mahomedans	10
Native Christians	5
Total	<u>247</u>

*Admission to the Superior Grade:* European officers are selected by the

<sup>1</sup>In Bengal along with the higher, the subordinate officers of the Department comprised a graded service. This change was made in 1878 when 316 officers with salaries ranging from Rs. 50 to Rs. 500 a month were arranged in seven classes.

<sup>2</sup>In paragraph 4 of Despatch no. 22 (Public-Educational) dated 24 February 1881, the Secretary of State sanctioned the Lt. Governor of Bengal's proposal to increase the number of native officers to seven out of a total of 40. For details see *Home-Education, A Proceedings*, June 1881, nos. 52-58.

<sup>3</sup>Bayley arrived in India in 1856. He served in the following important positions in Indian service: Secretary to the Government of Bengal (1877), Home Secretary (1878), Chief Commissioner of Assam (1878-80), Member of the Supreme Council (1882-87), Lt. Governor of Bengal (in 1879 and 1887-90), Secretary to Political Department, India Office (1890-95) and member of the Supreme Council of India (1895).

Secretary of State,<sup>1</sup> and Native Officers, as a rule, by the Local Governments. Promotion is made strictly according to seniority, provided the officer is efficient and is regarded as eligible for further promotion. Of the Native Officers now in the superior grade, seven were appointed from the lower branch, and one direct by the Secretary of State.

The qualifications required for service in the superior grades are described by Sir A. Croft,<sup>2</sup> the Director of Public Instruction:<sup>3</sup>

As regards the officers recruited in England, while it is allowed that some distinguished graduates of Oxford and Cambridge have been obtained by it, it is urged that the system of recruitment adopted by the Secretary of State is not such as to attract the best men. Candidates are, it is said, advertised for in England only on the occurrence of a vacancy; and thereby only those men are secured who happened to be disengaged at the time, and no applications made at other times are attended to. It is stated also that appointments are not made in communications with the Heads of Colleges. Again, it is argued that appointments in the lowest class of a Graded Service in which those appointed are required to discharge at different times the duties of Professors of different branches of learning, or Principals of Colleges or Inspectors of Schools, is not a system calculated to secure the qualifications necessary for maintaining the high standard of instruction in special subjects which should be upheld in the principal Colleges; and that the employment of officers indiscriminately in these somewhat incongruous duties must lessen their capacity for the efficient performance of any one of them. An excellent Professor, say of Natural Science or Mathematics, will not necessarily make a good teacher of English Literature or Inspector of Schools, and the best Inspectors may be ill-fitted to discharge the duties of a Professor; yet the exigencies of the service as at present constituted, caused by the necessity for supplying places of absentees or even of giving well-earned promotion, occasionally require the transfer of officers from one of these classes of appointments to another.

A prejudicial effect on recruitment in England is also stated to be produced by the lowness of the initial pay, Rs. 500, at least so far as the scientific appointments are concerned, and by the pension rules. Rs. 500 a month will not now attract men such as are required for Scientific

<sup>1</sup>In the Home Department circular of 20 May 1884 the rule that the appointment of persons not being natives of India, to the superior Graded Service of the Education Department rests with the Secretary of State, was formulated for the information of local governments. For details see *Home-Education, A Proceedings*, June 1884, nos. 8-9.

<sup>2</sup>Sir Croft entered the Bengal Educational Department in 1866 and had been Director of Public Instruction in Bengal (1877-97). He was, besides being a member of the Education Commission and of the Bengal Legislative Council, the President of the Asiatic Society of Bengal and later Vice Chancellor of Calcutta University.

<sup>3</sup>For details regarding the views of Sir A. Croft see under *Technical Requirements of the Department* in Document no. 8.

Professorships in the larger Colleges, and no higher pension is admissible to any Educational Officer, whatever his salary and whatever his length of service, than Rs. 5000 per annum. Pensions are attainable only on medical certificate after 15 and 25 years, and good service pensions after 30 years. Officers enter this Department at a later age than those in other branches of Government Service, and hence feel more keenly the long period of residence required to qualify for pension. Rules suitable for services which begin at an earlier age are not suitable for one in which the age at admission is 25 or over; and the pension rules of Chaplains and Law Officers are referred to as evidence that Government has admitted the principle in such exceptional cases.

In the case of Native Officers of the superior grade advanced to that grade since 1880, the hardship of applying the two-thirds rule to initial salaries is pointed out, the salaries of the highest class of the lowest superior grade and of the class of the highest subordinate grade being the same.

*Employment of Natives in the Education Department:* The Director of Public Instruction writes on this subject: "The question of race is really indifferent. Given certain qualifications, it is immaterial whether the possessor of them is a Native of England or a Native of India. But because these qualifications are generally confined to graduates of English universities, it follows that Professors of Colleges are for the most part Englishmen. But not universally so, four of the five Native Professors of Colleges, four<sup>1</sup> are graduates of English Universities, while the fifth (the Revd. Lal Behari Dey)<sup>2</sup> is a writer of English books of repute. For Inspectorships of Schools the race question does not arise in any form except that it has been officially declared in Bengal that Natives of India can discharge the duties of those posts with complete efficiency. Two out of the five Inspectorships are now held by Natives of India.<sup>3</sup> The eighth and the last Native Officer is the Principal of the Sanskrit College,<sup>4</sup> which has been held sometimes by a European scholar, sometimes by a Native of India."

As regards Inspectorships, there is little difference of opinion among the witnesses examined. Some doubts have been raised as to the competency of

<sup>1</sup>These four graduates of English Universities were as follows: Harrington Hugh Melville Percival, Professor, Presidency College, Calcutta; Prasanna Kumar Ray, Professor, Presidency College; Phani Bhushan Mukerjee, Professor, Hooghly College, Chinsurah; and Jagdish Chandra Basu, Professor, Presidency College.

<sup>2</sup>Revd. Dey was educated in the Free School of Revd. Alexander Duff, worked as Headmaster of the Behrampore Collegiate School, 1867-72 and as Professor in Hooghly College for sixteen years. He had written two popularly acclaimed books in English—*Bengal Peasant Life*, 1874 and *Folk Tales of Bengal*, 1883 besides in Bengali, *Govinda Samanta* in 2 vols., 1874.

<sup>3</sup>Radhika Prasanna Mookerjee and Brahma Mohan Mallik.

<sup>4</sup>Mahamahopadhyay Mahesh Chandra Nyayaratna. He served the Bengal Education Department from 1864 as Assistant Professor and Professor in the Sanskrit College, Calcutta, was appointed Principal of the College in May 1885. He is the author of *Tulsi Mimansa*, *Lopata Sambatsard*, etc.

Natives to inspect satisfactorily schools for Europeans; and it is suggested that European Inspectors are more free from bias in dealing with Native schools. But the cases of European schools are few and exceptional, and can be separately provided for, if necessary; while as regards Native schools, the possible disadvantage attributed to Native Inspectors is outweighed by their superior acquaintance with Native wants, usages, and ways of thought.

The opinions of the Bengal Government and of the Department on this point are confirmed practically by independent testimony. The Revd. K.S. Macdonald,<sup>1</sup> Principal of the Free Church Institution, states that the schools of the body to which he belongs, situated outside the limits of the Presidency town, are under Native inspection.

Babu Surendro Nath Banerji,<sup>2</sup> Professor in the Ripon College, Calcutta, considers Natives equally competent with Europeans to inspect schools; and adds: "I would separate the Professional and the Inspecting staffs. Certain qualifications are required to make an efficient Inspector which the Professors do not and never will obtain. To be an efficient Inspector, you must know something of the practical working of the smaller schools. I would leave it to the Director of Public Instruction to appoint from Masterships of Schools to Inspectorships in exceptional cases. Generally, I would recruit the Inspector's grade from a local graduate under trial as Deputy Inspector, which, I believe, is done now in some cases." Mr. Anderson, Rector of St. James' School, Calcutta,<sup>3</sup> disapproves of the present division of the service, and thinks that the distinction ought to be between Professors and men of considerable attainments, and men like Inspectors and Schoolmasters, he says: "I would suggest also that Inspectors should not be appointed straight from England as at present, but from men in this country with practical experience in teaching. At present we have Inspectors who have had no experience whatever of practical teaching." Mr. Ananda Mohun Bose,<sup>4</sup> who was educated at the Presidency College and at Christ

<sup>1</sup>A remarkable figure in religious and missionary life, Revd. MacDonald joined the United Free Church Mission in Calcutta in 1861, and worked there as a Missionary for 41 years. He preoccupied himself chiefly in educational activities, was writer and edited *Indian Evangelical Review*; was also a prominent Fellow of the Calcutta University.

<sup>2</sup>A teacher, political leader and writer, S.N. Banerji had competed in the Indian Civil Service examination; he ceased to be a member of the service and became a Professor in the Metropolitan Institution in 1876; later joined the Free Church Institution and Duff College in 1881, and founded the Ripon College in 1882; organised the Second National Conference in 1885; became twice President of the Indian National Congress in 1895 and 1902; entered Indian Legislative Council in 1913 and became a Minister in 1921.

<sup>3</sup>Earlier Mr. H.H. Anderson was in charge of the Vizagapatam Hindu College for three years.

<sup>4</sup>A pioneer in the organisation of Indians against the British rule, an educationist and social reformer, Mr. Bose was President of the Indian National Congress in 1898; he was prominently associated with the Calcutta University as a Fellow since 1877; was first elected representative of the Calcutta University in the Bengal Legislative Council and served on the Indian Education Commission 1882; founded the City College Calcutta and was instrumental in establishing the Bengal Mahila Vidyalaya (afterwards amalgamated with the Bethune College) and the Brahma Girls' School.

College, Cambridge, and is now a member of the Calcutta Bar and President of the Council of the City College, an institution taught entirely by Native graduates, gave the following evidence on the point: "With regard to the Inspecting staff, it ought to afford a much larger field for employment to Natives of this country. Out of the five Circle Inspectors, there is only one Bengali in a permanent appointment; the other is officiating merely. I believe it will be generally admitted that a properly selected Native gentleman would be equally competent for the duties of Inspector as a European. On the whole, I think he would have the advantage. It may be that Bengali Inspectors would not have practical experience of the systems of education as carried on in the great educational centres of Europe; but even that comparative disadvantage may be removed by proper selection; "and the Hon'ble Raja Peari Mohun Mukerjea, S.C.I.,<sup>1</sup> Additional Member of the Council of the Governor-General, for making Laws and Regulations, himself an M.A. in Physical Science and a B.L. of the Calcutta University, a Member and Honorary Secretary of the British Indian Association, and a landholder, who supports 20 grants-in-aid schools,<sup>2</sup> states: "I wish to say that, in my judgement, the Inspector branch of the service should be entirely manned by Natives, as they are fully capable for that work, and the class of school is not higher than a High School."

As to Professorships, of which five are at present held by Natives, as stated above, the principle is very generally assented to that the most highly qualified men obtainable should be appointed irrespective of race. And there is a great preponderance of evidence to the effect that, except in certain branches of learning and as to these there is not unanimity—Natives of India do not at present possess the requisite qualifications, and that a much larger employment of Natives would lead to a lowering of the standard of education. It is admitted on all hands that at the Presidency College<sup>3</sup> this standard should be maintained at the higher possible pitch, and there is little dissent from the general view that for this purpose highly educated European Professors are indispensable. Some witnesses, to whose opinion great value must be attached, consider that the Presidency College should be converted into a high class teaching University. In the smaller

<sup>1</sup>Mr. Mukerjea became member of the Bengal Legislative Council in 1879 and of the Governor-General's Legislative Council in 1884 and 1886. He took a prominent part in the discussions on the Bengal Tenancy Bill. He was Honorary Secretary of the British Indian Association and its President subsequently.

<sup>2</sup>Private Schools aided by State grants. The system of grants-in-aid was adopted in India with Wood's Despatch in 1854. See J.A. Richey, *Selections From Educational Records*, pt. 2, p. 378.

<sup>3</sup>For an account of the establishment of the Presidency College in 1854 and the role played by this College "the most famed of the Government Arts Colleges in India", see *Presidency College, Calcutta, Centenary Volume*, 1955; and Irene Gilbert, "Autonomy and Consensus under the Raj: Presidency (Calcutta); Muir (Allahabad) M.A.O. (Aligarh)" in S.H. Rudolph and L.I. Rudolph eds., *Education and Politics in India*, pp. 172-206.

Colleges a larger employment of Native Professors in certain subjects is recommended.

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, pp. 1-3.*

## DOCUMENT No. 8

*The Department Member of the Sub-Committee (Education) of the Public Service Commission from Bengal explains the procedures of admission to and technical requirements of the existing organisation and service condition in the Education Department of Bengal.*

### **Note by the Department Member, Sub-Committee (Education), Public Service Commission representing Bengal**

**Admission to the Department:** The Department consists of two branches, the Superior and the Subordinate Graded Services, together with some special appointments which are not graded. First appointments to the Superior Service is divided into four classes, with salaries ranging from Rs. 500-1500.<sup>1</sup> Of the 40 appointments of which it consists, one-sixth are, under the orders of the Secretary of State, to be held by Natives of India. Eight appointments in the Superior Service are now so held, being one in excess of the authorised proportion. Under the orders, reserving one-sixth of the appointments to Natives of India, the pay in such cases was fixed at two-thirds of the sanctioned pay of the class. Of the eight Native Officers, five draw pay at the reduced rate; while three who were appointed before the issue of the orders in 1881, draw the full pay of the class in which they are. Promotion is made strictly according to seniority, provided the officer is efficient and is regarded as eligible for further promotion.

It may be observed that the case of two<sup>2</sup> out of the five Native Officers on the reduced rate of salary is exceptionally hard. When appointed to the

<sup>1</sup>The scale of the five appointments were as follows:

Class IV	Rs. 500-750
Class III	750-1,000
Class II	1,000-1,250
Class I	1,250-1,500

<sup>2</sup>Brahma Mohan Mallik and Radhika Prasanna Mukerjee were the two persons in Bengal who suffered most due to the operation of two-thirds rule. Mr. Mallik appointed to officiate in the graded list in 1877, would have in his substantive post, to which the two-thirds rule did not apply, reached Rs. 500 per mensem in August 1883. He received Rs. 500 per mensem till October 1884, when two-thirds rule was applied.

Mr. Mukerjee was confirmed in educational graded list in 1885; his pay in his substantive appointment was then Rs. 460 per mensem. It would in March 1887 have reached Rs. 500 per mensem. But in March 1887 he was drawing Rs. 460 per mensem; two-thirds of the maximum pay of his then appointment was Rs. 500 per mensem.

fourth class of the Superior Service, they were already in the highest class of the Subordinate Service, the maximum pay of which is Rs. 500; and this is also the maximum pay of the 4th class of the Superior Service (ordinarily Rs. 500 to Rs. 750) under the two-thirds rule. Consequently these officers derive no pecuniary advantage whatever from their promotion to the Superior Service.

The Subordinate Service consists of seven classes, with salaries ranging from Rs. 50 to Rs. 500.<sup>1</sup> Appointments and promotions to classes V, VI and VII are made by the Director of Public Instruction; to classes I-IV by the Government of Bengal, all appointments in these higher classes being gazetted. As a general rule, first appointments are made to the lowest class; but occasionally, when exceptional qualifications are required such as cannot be obtained for the salary of the lowest class, officers are appointed to classes above the lowest. Promotions are made on the general ground of seniority, subject to the conditions (1) that an officer is occasionally promoted out of his turn by reason of his being selected for duties of exceptional importance; (2) that the promotion of a senior officer is sometimes delayed for a longer or shorter time by reason of inefficiency or misconduct; (3) that certain limits of promotion are enforced in the case of officers who are not thought fit for certain classes of appointments; thus an officer so long as he remains a Sub-Inspector is not promoted beyond class VI, and a Deputy Inspector is not promoted beyond class III.

Appointments outside the Graded Service belong to officers with special qualifications, such as the Principal of the School of Art,<sup>2</sup> the teachers in the Government Boarding School for Europeans at Kurseong, the Law Lecturers in the various Colleges, & C. These officers have no claim to be promoted to higher salaries than those attached to their respective appointments.

*Conditions of Service in the Department:* The rates of pay for officers in the Education Department are stated in the last paragraph. The pension and furlough rules are those of the general body of the Uncovenanted Service,<sup>3</sup> subject to the two following exceptions:

- (a) Officers in the superior grades of the Department (not being Natives of Asia) who enter the Service after the age of 25 are allowed a reduction

<sup>1</sup>The scale of the seven appointments were as follows:

Class VII	Rs. 50-75
Class VI	75-100
Class V	100-150
Class IV	150-200
Class III	200-300
Class II	300-400
Class I	400-500

<sup>2</sup>It became a recognised institution in 1896.

<sup>3</sup>For the pension and furlough rules of the Uncovenanted servants see J.P. Naik and S.C. Ghosh eds., op. cit., pp. 165-268.

of three years in the term required for attaining each pension; that is, the term of 15 years required for the first pension on medical certificate, of 25 years for the second on medical certificate, and of 30 years for a good service pension is reduced in the case of such officers to 12, 22 and 27 years respectively.<sup>1</sup> But no higher pension than Rs. 5,000 a year is admissible to any Educational Officer, whatever his salary and whatever his length of service.

- (b) Officers in the superior grades of the Department who have been appointed thereto by the Secretary of State, or with his particular sanction, are entitled to the furlough rules in chapter V of the Civil Leave Code, namely, those in force for Covenanted Civil Servants. Four officers,<sup>2</sup> however, who were appointed by the Government in India between 1875 and 1878, and to whose appointments the Secretary of State subsequently declined to accord his sanction on the ground that the Government were acting *ultra vires* in making them, are still subject to the furlough rules (chapter X) in force for Uncovenanted Servants generally.

*Technical requirements of the Department:* For the superior grades of the Department, that is to say, generally speaking, for Professorships of Colleges, it is essential that no one should be appointed to the fourth of lowest class who is not able to teach up to the M.A. standard in one or other of those branches of Literature or Science in which examinations are held and degrees conferred. For this purpose we must go where the best education in Literature and Science is given. In other words, we must procure our Professors from England so long as the standard of instruction in English Universities is higher than it is in the universities of India. The same is true of the four superior graded appointments in the Engineering College. For the Principalships of the Sanskrit College<sup>3</sup> and the Calcutta Madrasa, a less high standard in European Literature and Science is required; and the holder of these appointments should preferably be distinguished in the Oriental classics. For Inspectorships of Schools, energy and activity and power of organisation and administration are the chief requisites.

The subordinate grades include Principals of second grade Colleges, Lecturers and Assistant Professors in first and second grade Colleges, Head and other Masters in High Schools, Assistant Inspectors, and Deputy and Sub-Inspectors. The qualifications required for the due discharge of these

<sup>1</sup>The right of an educational officer who enters the department after the age of 25 to become eligible for pension after 12, 22 and 27 years; instead of 15, 25 and 30 years' services was conceded in 1865. For details see *ibid.*, p. 228.

<sup>2</sup>These four officers were: W.T. Webb, H.S. Pope, Martin Mowat, and Samuel Robson, all Professors of Presidency College, Calcutta. They joined the Education Department on 6 April 1875, 17 June 1876, 19 June 1876 and in 1877, respectively.

<sup>3</sup>Sanskrit College in Calcutta was established in 1824.

Tabular Statement showing the Existing Organisation of the Education Department in the Lower Provinces of Bengal

A. SUPERIOR GRADED SERVICE									
1	2	3	4				5		
Department	Total number of gazetted appointments, or of appointments not being purely clerical, of salaries of Rs.100 and upwards	Distribution of the gazetted appointments and the other appointments mentioned in column 2 amongst classes and grades, with rate of pay attached to each	Number of Appointments in Each Class of Grade Now Held by				Remarks		
			1	2	3	4			
			Natives of India						
			Europeans not domiciled in India	Europeans domiciled in India	Eurasians	(a) Hindus	(b) Mahomedans	(c) Others	(d) Total
Education Department, Bengal	41 Appointments in the Superior graded service	GAZETTED							
		1	—	—	—	—	—	—	—
		2	—	—	—	—	—	—	—
		7	—	—	—	—	—	—	—
		11	—	—	—	—	—	—	—
		15	—	—	—	—	—	—	—
	5 appointments, Rs. 333-5-4 rising to Rs. 500	12+	—	—	1	5	—	—	+Two appointments are vacant.

B. SUBORDINATE GRADED SERVICE									
1	2	3	4				5		
Department	Total number of gazetted appointments, or of appointments not being purely clerical, of salaries of Rs.100 and upwards	Distribution of the gazetted appointments and the other appointments mentioned in column 2 amongst classes and grades, with rate of pay attached to each	Number of Appointments in Each Class of Grade Now Held by				Remarks		
			1	2	3	4			
			Europeans domiciled in India	Europeans domiciled in India	Eurasians	Natives of India			
					(a)	(b)	(c) (d)		
					Hindus	Mahomedans	Others Total		
Education Department, Bengal	174 appointments in the Subordinate Graded Service	GAZETTED Class I							
	6 appointments Rs. 400 rising to Rs. 500		2	1	1	2	— 2		
		Class II							
	9 appointments, Rs. 300 rising to Rs. 400		—	—	1	6	2 — 8		
	+30 appointments Rs. 200 rising Rs. 300	Class III	1	—	1	25'	1 1* 27		
							*Female Christian		
		Class IV							
	47 appointments, Rs. 150 rising to Rs. 200		1+	—	1	42	1 2++ 45		
	92						+One appointment is vacant.		
							+Held by a Female.		
		NON-GAZETTED Class V					++Christian.		
	82 appointments Rs. 100 rising to Rs. 150		—	—	1	80	1 — 81		



1	2	3	4	5
	1	2	3	4
	(a)	(b)	(c)	(d)
1	Headmistress, Government Boarding School for Europeans at Kurseong, on Rs. 150	1	—	—
1	Assistant Master, Government Boarding School for Europeans at Kurseong, on Rs. 120	1	—	—
1	Head Master, Moorshedabad Nawab's Madrasa, on Rs. 400	1	—	—
1	Head Master, Moorshedabad High School, on Rs. 175	—	1	1
1	Head Master, Anglo-Persian Department, Calcutta Madrasa, on Rs. 250 rising to Rs. 300	1	—	—
1	Assistant Inspector of European Schools, Bengal, on Rs. 300+ 30 fixed conveyance allowance	1	—	—
NON-GAZETTED				
1	Head Maulvi, Moorshedabad Nawab's Madrasa, on Rs. 100	—	—	1
1	Second Master, Moorshedabad Nawab's Madrasa, on Rs. 120	—	—	1
1	Professor of Arabic in the Calcutta Madrasa on Rs. 100	—	—	1
1	Third Master, Patna Collegiate School, on Rs. 110	—	—	1
1	Fourth Master, Patna Collegiate School, on Rs. 100	—	—	1



posts are naturally of a lower order, though of the same general kind as those required in officers of the higher grades. Lecturers and Assistant Professors in Colleges are almost invariably M.A.s of the Calcutta University. Those who have taken the degree of B.A. are sought for as teachers in the higher classes of schools, and as Deputy Inspectors; while that qualifications is not exacted in the case of lower teachers in schools and of Sub-Inspectors.

*Classes of the community employed:* The statement appended to this letter shows the number of Europeans and of Natives of India of different classes who are employed in the Department. It has been already stated that eight appointments out of forty in the superior Service are held by Natives of India in accordance with the orders of the Secretary of State requiring that one-sixth of the total number of appointments should be so reserved. But the question of race is really indifferent. Given certain qualifications, it is immaterial whether the possessor of them is a Native of England or a Native of India. But because these qualifications are generally confined to graduates of English Universities, while the fifth (the Revd. Lal Behari Dey) is the writer of English books of repute. For Inspectorships of Schools the race question does not arise in any form, except that it has been officially declared in Bengal that Natives of India can discharge the duties of those posts with complete efficiency. Two out of the five Inspectorships are now held by Natives of India. The eighth and last Native Officer is the Principal of the Sanskrit College, which has been held sometimes by a European scholar, sometimes by a Native of India.

In the Subordinate Educational Service, out of 96 gazetted appointments, 5 are held by Europeans, 4 by Eurasians, and the rest by Natives of India. The duties of these appointments can be discharged with efficiency by Natives of India, and it is very seldom that persons of any other race are appointed to them.

Of 21 appointments outside the graded ranks, 9 are held by Europeans. These are the Principal of the School of Art, the Lecturer in Botany at the Hughli College<sup>1</sup> (an exceptional and temporary arrangement), the Assistant Inspector of European Schools, four teachers at the Kurseong Boarding School for Europeans, the Head Master of the Moorshedabad Nawab's Madrassa, and the Head Master of the Calcutta Madrassa.<sup>2</sup> The last two appointments are due to the fact that it is not generally desirable to appoint Hindus to Mahomedan schools, and that it is not always possible to find Mahomedans fully qualified for such post.

*Existing organisation of the Department:* The particulars are given in the tables appended to this letter.

<sup>1</sup>The College was established from the funds of the Mohsin endowment in 1836. For details see K. Zachariah, *History of Hooghly College 1836-1936*.

<sup>2</sup>It was founded by Warren Hastings in 1782. For details see A. Howell, *Education in India*, p. 1.

## DOCUMENT No. 9

*Sub-Committee (Education), Public Service Commission from Madras discusses the question of larger employment of Natives; criticises the system of grading Inspectors, Principals and Professors in one list; doubts on pensionless limited term engagements of Europeans; and puts forward the demand of educational officers for sufficient service conditions and remuneration.*

**Note by the Sub-Committee (Education), Public Service Commission  
representing Madras**

The Department was established in 1855-56.<sup>1</sup> It consists of a Director of Public Instruction on Rs. 2,000 rising to Rs. 2,250 of a graded list of 17 officers<sup>2</sup> on salaries ranging from Rs. 500 to Rs. 1,500, of 27 gazetted but non-graded officers on salaries between Rs. 200 and Rs. 1,000 and of 104 non-gazetted officers and Deputy Inspectors on salaries between Rs. 90 and Rs. 300. Officers drawing less pay than Rs. 90 are referred to in this note. The Director of Public Instruction is not, and has not been, with one exception,<sup>3</sup> an officer of the Education Department and is appointed by the Local Government. The graded list is composed of three Principals of Colleges, six Professors and eight Inspectors of Schools. The Director is a non-domiciled European,<sup>4</sup> as are thirteen of the officers in the graded list; of the four remaining, two are domiciled Europeans and two Hindus.

Graded officers are appointed by the Secretary of State except in the case of Natives of India elevated to the grade by the Local Government. Officers are always appointed to the lowest grade on the minimum pay, and Natives of India draw only two-thirds of the pay of the appointment.

The non-graded gazetted appointments are—Inspectress of Girls' School; Principals of Teachers' and of Engineering Colleges, and Professors in the latter; Superintendents of the School of Arts and the Training School for Mistresses; Teacher of Dentistry in the Medical College, and eighteen other gazetted teachers. These appointments are made by Government on the recommendation of the Director of Public Instruction, but when the services of a European graduate are considered necessary, the Secretary of State selects suitable officers from among British University graduates. Of these 27 offices, 12 are at present held by non-domiciled Europeans, one by a

<sup>1</sup>See chapter II of the Report of the *Indian Education Commission, 1882-83*.

<sup>2</sup>Graded service was first created in Madras in 1871 and subsequently re-organised in 1881. For details see *Home-Education, A Proceedings*, June 1881, nos. 16-40.

<sup>3</sup>The officer referred to here was Alexander John Arbuthnot, who became Director of Public Instruction in Madras Presidency in March 1855. He belonged to the Madras Civil Service. He became Chief Secretary to the Madras Presidency 1862; Member of the Supreme Council 1875-80; Vice-Chancellor of Madras and Calcutta Universities; and lastly Member of the Council of India, 1887-97.

<sup>4</sup>He was Mr. H.B. Grigg who belonged to the Madras Civil Service.

European domiciled in India, 3 by Eurasians, 6 by Hindus and 5 by Native Christians.

Of the 43 non-gazetted officers, presumably teachers, on salaries between Rs. 90 and Rs. 300, 4 are non-domiciled Europeans 1 is a domiciled European, 5 are Eurasians, 28 are Hindus, 2 are Mahomedans and 3 Native Christians.

The Deputy Inspectors, on pay from Rs. 100 to Rs. 250, are 61 in number, and are, by race or religion, 1 a Eurasian, 52 Hindus and 8 Native Christians.

Thus, of 149 officers in the Department on salaries over Rs. 100.

Non-domiciled Europeans	30	Hindus	88
Domiciled Europeans	4	Mahomedans	2
Eurasians	9	Native Christians	16

*Larger Employment of Natives:* The Sub-Committee examined orally at Madras seven gentlemen and received from 9 others written replies to questions sent to them on this subject. These witnesses consisted of one Inspector of Schools,<sup>1</sup> three Principals<sup>2</sup> and five Professors or Assistant Professors of Colleges, Government or Aided,<sup>3</sup> one Missionary Bishop<sup>4</sup> and five other Missionaries,<sup>5</sup> two Medical Doctors<sup>6</sup> and the Editor of a Madras Newspaper.<sup>7</sup>

As regards the inspecting agency, the Director of Public Instruction appears opposed to any larger employment of Natives except those educated in Europe in either branch of the Department as at present constituted. Dr. Bradshaw, Inspector of Schools, considers that Government should endeavour to obtain for the post of Inspector a man of the best scholastic and social qualifications, but he would reduce the number of these officers and redistribute their duties, whereby an opportunity would be given for the larger employment of Natives on higher pay than that of Deputy Inspectors. He would have three Inspector-Generals, recruited from the same class as Her Majesty's Inspectors in England, or from men who have actually put in

<sup>1</sup>He was Dr. John Bradshaw. Before being appointed as Inspector, Dr. Bradshaw was Headmaster of Provincial School, Mangalore, was also Fellow, Madras University. He was a champion of native education. His publications include *An English Anthology* besides many edited works for schools.

<sup>2</sup>These three Principals were: C.C. Flanagan, Principal, Coimbatore College; <sup>3</sup>Rev. C. Cooper, Acting Principal, Madras Christian College; Rev. A. Tarbes, Principal, St. Joseph's College.

<sup>3</sup>Five Professors referred to here were: G. Oppert, Professor of Sanskrit; W.H. Wilson, Professor of Physical Sciences, Runganatha Mudaliar, Professor of Mathematics and Natural Philosophy all in Presidency College Madras, and Michie Smith, Professor of Physical Science, Madras Christian College.

<sup>4</sup>Rev. Bishop Caldwell.

<sup>5</sup>Five missionaries referred to here were: Rev. J.P. Jones, American Madura Mission; Rev. J.D.W. Sewell, S.J.; Rev. W.G. Peel; Rev. E. Sell, Organising Secretary, Church Missionary Society of Madras Presidency; and Rev. L.J. Frohnmeyer.

<sup>6</sup>These two doctors were: C.G. Conran of St. Andrews' and Dr. C. Sibthorpe, Acting Principal, Madras Medical College.

<sup>7</sup>Subrahmanya Aiyar, Editor of the *Hindu*.

some period of service as such, and under them would have, for every two districts and in some cases for a single district, an officer with the title of Inspector of Schools, who might be a Native or a European. Funds for the change might be obtained from the abolition of the post of Inspecting Schoolmasters, which though needed in the first instance, has now become unnecessary, if not mischievous. The defect of the present system is that the area under the supervision of each Inspector is unmanageably large. It prevents the Inspector examining as many schools as he ought, and throws into the hands of the Deputy Inspector the disbursement of the entire money which is spent on the results grants. It leads also to collusion between the Inspecting Schoolmasters and the Deputy Inspector, if the latter be dishonest; and Dr. Bradshaw states that many of these officers are not yet of that standard of uprightness in all cases which could be desired.

Mr. Flanagan, Principal of the Coimbatore College, is opposed to the appointment of Natives of India as Inspectors at present. He considers that for this office at present are required men of high character and proved integrity, who have been in the service already as Teachers, Professors and Principals, and who thus, through a course of years, have received a training calculated to give them a clear insight into the needs of the Department. He thinks that Native graduates have not yet received such training as to ensure this, and further considers that the appointment should be held by an officer of different nationality for the sake of the Natives in the subordinate grades.

The Right Reverend Bishop Caldwell<sup>1</sup> thinks that the time has not yet arrived when Natives can be safely employed as Inspectors of Divisions with full powers, as Natives cannot be expected at present to free themselves sufficiently from the influences of religion, caste and relationships. The Reverend Messrs Tarbes,<sup>2</sup> Sewell, Jones,<sup>3</sup> Peel and Sell<sup>4</sup> are of the same opinion, on similar grounds, and because the larger patronage of an Inspector and his power of punishing subordinate officers require judicial energy and firmness. On the other hand, Professors Oppert<sup>5</sup> and Wilson<sup>6</sup>,

<sup>1</sup>The famous missionary and linguist Revd. Robert Caldwell was a London Missionary Society Missionary in Madras since 1838 (later joined the English Church and the Society for the Propagation of Gospel). In 1877 he was consecrated Bishop of Tinnevely. His notable publication is *Comparative Grammar of the Dravidian or South Indian Family of Languages*.

<sup>2</sup>Revd. Tarbes was Principal of St. Joseph's College, Madras.

<sup>3</sup>Revd. Jones was of American Madura Mission.

<sup>4</sup>Revd. Canon Edward Sell was Headmaster of the Harris High School for Muhammadans, Madras, 1865-80; became Secretary of the Church Missionary Society, Madras, 1880-1905 and Fellow of the Madras University in 1874. He is author of *Faith of Islam, Essays on Islam, Historical Development of the Koran*.

<sup>5</sup>Specialised in History and Oriental Languages, Gustav Oppert entered the Education Department in 1872 as Professor of Sanskrit in the Presidency College, Madras; became Curator of the Government Oriental MSS Library and Fellow of Madras University in 1873 and Telugu Translator to Government in 1878. His important publication is *List of Sanskrit MSS in Southern India*.

<sup>6</sup>Dr. W.H. Wilson served as Professor of Physical Science since 1875 and of Chemistry later in 1892 in the Presidency College, Madras. In between he was also Fellow and Registrar of Madras University.

Assistant Professor Elliott<sup>1</sup> and Mr. Subrahmanya Aiyar,<sup>2</sup> Editor of the *Hindu* newspaper, consider that Natives might be employed altogether or to a large extent in the Inspection of schools, which does not require the present expensive imported agency.

The question of the employment of Natives as Professors practically depends on the inquiry as to the branches of knowledge for the teachings of which fully qualified Natives are at present available. There is no indisposition to accept Natives as Professors when they are competent, and cases have been referred to in which Native gentlemen have attained a high degree of proficiency in certain subjects, but considering the present stage of education in Madras, there seems no doubt that there are some subjects the teaching of which must, for a time, rest with European Professors. The inclination is to have all the Professors in the Presidency College, except, perhaps, the Professor of Oriental Languages, Europeans, and in all Colleges to reserve for Europeans the Professorships of English literature and Physical Science. The Presidency College should be the Model College for the Province and maintain, by means of specialists imported from Europe, the high standard of knowledge in its latest development in all branches, to which all other Colleges should work up.

Dr. Bradshaw, who has been an examiner in English Literature for the M.A. degree for the last eighteen years, states his impression to be that he has not yet met any candidate in English Literature who would take even the second honors at an English University. Mr. Michie Smith, Professor of Physical Science at the Madras Christian College, writes as follows respecting the progress and capacity of Natives in the subject which he teaches: "With reference to the statement that I do not consider it possible at present to obtain men to teach Physical and Natural Science, I would point out that there are two main reasons for this. In the first place my experience in teaching Physical Science has made it painfully evident to me that the observational faculties of the youths of this part of India are sadly underdeveloped. Most youths seem to go about without using their eyes at all, and the most striking natural phenomena may be taking place around them without their observing anything out of the common. I will not go so far as to assert that many of them have never seen a flash of lightning, but I have found students in the third or fourth year of their college course who

<sup>1</sup>A graduate of the Madras University, E.H. Elliott was the first Senior Assistant Professor of Presidency College, Madras and was Secretary of the Uncovenanted Civil Service Examination Commission.

<sup>2</sup>Mr. Aiyar worked as a teacher in the Church of Scotland Missions College, Pachappa's High School and Anglo-Vernacular School successively, before founding the well-known paper the *Hindu* (1878). Though for financial reasons he stopped to be its Editor from April 1889, he continued to be its valued contributor for years to come. In 1882 he founded *Swadesamithran* and piloted it for nearly twenty years. Another newspaper *United India* founded by him (1902) in order to study Indian economics was also a great success.

had never seen a rainbow, while less striking natural phenomena are observed by hardly any. In fact, I may say that I have not come across a single student in whom the faculty of observation was at all fully developed. This, of course, is to a large extent a matter of early training, and we may justly hope that in time the difficulty will be overcome, and that boys will be taught to keep their eyes open and to observe what is going on in the world around them. At present, however, the want of the faculty of observation is a fatal stumbling block. A closely allied minor difficulty is that boys are not taught to use their hands, and that many of them, not all, consider it rather derogatory to do so. The consequence of this is that great difficulty is thrown in the way of their learning any experimental science. This leads to the second main reason alluded to above, viz., that no laboratories exist here in which experimental science can be thoroughly taught, and that the great expense involved in fitting up such laboratories will probably stand in the way of their being obtained for many years. For an experimental science, mere book learning has but little value, and no Professor can be expected to be a success who has not passed through a full course of laboratory training."

Dr. Wilson, Professor of Physical Science in the Presidency College, states that scientific education, i.e., in Physical and Natural Science, in the Presidency, is still in its most elementary stages. No agency he says at present exists for training, although last year 6,500 candidates appeared for the matriculation examination of the university, all of whom were examined in Elementary Chemistry and Physics and were supposed to have been taught in those subjects. There is not a single science college or a single institution where a sound education in Science can be obtained. The Presidency College has had two Science Professors for the last eighteen months, but for eleven years Dr. Wilson was the only Science Professor and he was expected to teach in every other subject, which he did with varying degrees of inefficiency. In the subjects in question he thinks it certainly necessary to go to Europe for Professors for many years to come, until institutions exist in this country such as are numerous in England.

There is a general agreement among the other witnesses that Native gentlemen competent to teach these subjects up to the standard required for high degrees are not at present to be found in the Madras Presidency.

On the other hand, as to Sanskrit, Dr. Oppert, Professor of Sanskrit, in the Presidency College, states that there are certainly Natives who must know Sanskrit much better than a European. Mathematics also is by more of the witnesses allowed to be a subject in which Native students attain a high degree of proficiency, and the Professorship of Mathematics in the Presidency College is at present held by a Native gentleman. In other branches of knowledge, opinions differ somewhat as to the possibility of finding competent Natives of India willing to accept Professorships; where

they can be found, there is no objection to employing them.

The present system of grading Inspectors, Principals and Professors in one list is objected to as not securing the best men, as distributing promotions and pensions unfairly among officers in the graded list, and also as unfair to Professors outside the graded list, in as much as it blocks up for them all avenues to advancement. It is urged also that though such a system may have been wanted on the first establishment of the Department, yet that education has now progressed so far that Professors should be specialists, and employed as such instead of being expected to teach anything. For this purpose sufficient inducement in the shape of larger initial salaries or progressive increases of salary must be held out to encourage competent men to come out to this country from Europe and to devote themselves to these special subjects. Opinions vary as to whether engagements for a limited term without pension, but with prospects of re-engagement, would prove satisfactory. Some witnesses consider that by this means young and energetic men, anxious for some Indian experience in their special branch, would be best secured, while others fear that the men whom it is desired to procure would not interrupt their career at home for prospects of such uncertainty. The question could probably be settled only by experience.

The following extracts show the opinions of the witnesses on these points.

*Dr. Oppert, Professor of Sanskrit, Presidency College:* "While the days of highly-paid Inspectors are numbered, specialists are wanted, but to induce a man of eminence to come out to this country, he must be tempted by peculiarly favourable conditions, for he does not only sever his connection with his home, but runs the risk also of losing touch with the new important scientific discoveries. It must also not be forgotten that teaching in this country exercises a heavy strain on the mind and prematurely even weakens the strongest constitution."

"The pension of an educational officer is dependent on the grade to which he belongs. This limitation is objectionable. At this moment as I am still in the 3rd grade, I can, if invalided, only draw Rs. 2000 a year, while if I were in the 2nd grade, I should draw Rs. 3000. In the Public Works and Ecclesiastical Departments pensions can be obtained after a certain number of years, but in the Educational Department, pensions are only given if a person is invalided before his time after 12 of 15 years' service or if he retires at 55 or 60 years of age. A fixed graduated-scale of pensions to be paid in English pounds sterling is a necessity for European Educational officials, as the value of the rupees is rapidly falling, while in India the rupee has pretty much retained its original value."

*Dr. Bradshaw, LL.D., Inspector of Schools:* "I consider the graded system is unsatisfactory because promotion in it is uncertain and dependent entirely on death or retirement—in some cases abnormally rapid, in others

long deferred, while in other services, such as the Medical or Ecclesiastical, a man knows that if he does his work for years he will get something more."

"Again, the pension rules of the Uncovenanted Service are not suitable for the class of men who are to be employed in the Education Department, not only in consequence of the length of the service required, but because the amount of the pension depending on the amount of salary enjoyed by the officer for the five years previous to his becoming entitled to pension, many men are induced to hang on who might have retired, and so cause a block in promotion. At present it is necessary that a man should draw Rs. 1,000 a month to qualify him for full pension. Again, the retention of men over 55 years of age who have qualified for the higher pension is unfair to the rest." To the question "Would it be better to abolish the grades and have a service of Professors engaged for a term of years on fixed salaries", the witness replied: "I would have both. I would have a service in which men would get promotion after a fixed period, and I would also have specialists, men of eminence in certain subjects at home, who would come out here for a period on such pay as would induce them to come. I mean men whose reputation was such that they might feel confident that after being out here for a term of years and acquiring some experience, they would be able to revert to their own duties in their own university."

*Dr. Wilson, Professor of Physical Science, Presidency College:* "I quite understand that the present (graded) system does not secure the best men. There is no system here like that which obtains in England and the Colonies of advertising when a vacancy occurs in the scientific and other papers and inviting candidates to send in their names and certificates and testimonials, which are then considered and selections made of what appear to be the fittest men. In the case of Indian University no applications are invited, but the Indian Officer refers to some Professor or other with whom they are intimate."

*Mr. Runganatha Mudaliar,<sup>1</sup> Professor of Mathematics and Natural Philosophy, Presidency College:* "I do not advocate the graded service as good in itself, but only on the ground that it has opened up a way to promotion which did not exist formerly, and if any better system can be devised of ensuring promotion at fixed stage of a man's career, I should certainly prefer it to the present system, which is after all very uncertain in its operation." This witness also objects to the injustice of the two-third salary rule when applied to native officers promoted to the graded list who have served long and efficiently in the lower branch of the Department.

<sup>1</sup>A product of the Presidency College, Madras, Mr. Mudaliar began his career as incharge of the matriculation class in the same College. Later he taught in this College, Logic and Moral Philosophy, Mathematics and English for over 25 years till his death in 1893.

*Mr. E.H. Elliott, First Senior Assistant Professor, Presidency College:* who advocates the abolition of the distinction between the graded and ungraded service, writes as follows—"The erection of a portion of the Department into a distinct service has given rise to distinctions that cannot always be maintained and must naturally cause a good deal of heartburning among those who cannot see why they should be excluded from sharing, even to some little extent in the benefits and privileges accorded to a select few. I proceed to notice some differences that have resulted from this partial grading of the Department. In the graded service, promotion is quite independent of work to be done, and is regulated entirely by the principle of seniority tempered by selection; in the non-graded service, promotion implies a transfer from one appointment to another, frequently a transfer from one place to another, with heavier work and higher responsibilities. In the one case there is increase of pay, it may be from Rs. 500 to Rs. 1,500 without any corresponding increase to the duties performed; in the other there can be no increase of pay without some, and it may be very considerable, difference both as regards quantity and quality of the work. I cannot see why the principle that regulates pay and promotion in the one case should not apply to the other also. Again, in the graded service, the increments allowed are Rs. 50 annually; in the non-graded service, the increments sanctioned are never more than Rs. 10 a year, even in the case of persons with more than 15 years' service, filling important posts in the Department. To put it in a more concrete form, the Professor of English in the Presidency College would rise from Rs. 500 to Rs. 750 by annual increments of Rs. 50, and then as vacancies occurred in the higher grades, to Rs. 1,500 without the slightest addition to his duties or responsibilities; while the Assistant Professor, doing almost the very same kind and the same amount of work, must wait for eight or nine years more before he can rise from Rs. 360 to Rs. 400, the maximum salary of the appointment, that being the highest appointment, I may remark, which an Indian graduate in the non-graded service can fill in the Presidency College. I wish to guard myself here against being misunderstood; I am very far from claiming that Indian graduates with, let it be conceded, inferior qualifications, should, when serving in their own country, receive absolutely the same increments and the same salaries as English graduates selected by the Secretary of State to fill the higher appointments in the Department. That there must be differences I do not deny, but the inequalities I have pointed out are, I submit, greater than they should be.

Next the principle on which some appointments are included in, while others, apparently of equal importance, are excluded from the service is not very intelligible. For instance, it is not easy to understand why if the Professor of the Presidency College are graded officers of the Department, the Principal and Vice-Principal of the Agricultural College, not to mention

the Lecturers of the Kumbakonam College, who do the very same work, should not be in the graded list also. It cannot be maintained that the duties of the latter are less onerous, less important, or less useful to the country. Take again another instance; the Principal of the Teacher's College is an English graduate drawing a higher salary than the minimum salary of the graded service, and yet important, and responsible as his duties are, he is not in the graded list, and must so long as he remains in his present appointment rank lower than the youngest officers who may happen to be appointed Professors of the Presidency College, or Inspectors of Schools. An officer in his position can hardly be expected to regard with satisfaction in arrangement which permits men of the same attainments and the same academical distinctions as himself to rise from Rs. 500 to Rs. 1,500 while he remains on his fixed salary of Rs. 600. The witness gives an instance where an officer who came out as a specialist for the Teachers' College obtained a Professorship in History in the Presidency College, thus stepping over the heads of others who were his seniors in service.

The Director, Public Instruction, has furnished the Sub-Committee with an interesting memorandum<sup>1</sup> on an attempt to introduce athletic training into the educational institutions of Southern India, which will be found printed as an appendix to this note.

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, pp. 109-13.*

## DOCUMENT No. 10

*The Departmental Member, Sub-Committee (Education) of the Public Service Commission from Madras presents his opinion regarding the graded service, pension and other conditions of service therein as well as the technical requirements of the Education Department.*

### **Note by the Departmental Member, Sub-Committee (Education), Public Service Commission representing Madras**

In addition to the information given and the opinions expressed in my letter no. 2696, dated 27th April 1887, I desire to place on record very briefly my opinion on one or two points that are engaging the attention of the Commission.

(a) As regard the graded service, I am of opinion that in this Presidency

<sup>1</sup>See *Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, pp. 152-53.*

its retention is unnecessary. It is not suited for a service of Professors and it is not needed for a small staff of Inspectors. It has grown into a service mainly by a process of agglomeration of separate appointments, and was never really constituted a service in the same way as the other great services—the Civil and the Public Works Departments—were constituted. Even now gentlemen appointed to it are appointed at first only for five years and under clause 7 their services may be dispensed with at any time on six months' notice. With few exceptions, the best men the Madras Education Department has, had come out under covenant for a particular appointment. Among other reasons, it is, in my opinion, unsuited for providing superior Professors or Teachers, because the pay begins at too low a rate; the service required is far too long; the manner of employment is too uncertain; the prospects of rising to high administration are too shadowy. It cuts its members off from any chances of obtaining places of honour and emolument as teachers and Professors in Europe and finally it does not guarantee that social prominence which men of science and letters by simple virtue of their calling obtain in Europe. Moreover, it is especially objectionable in this Presidency because of the smallness of its constituent body; for if a mistake has been made in original selection of a Professor, that mistake cannot easily be rectified for at least a quarter of a century. Again, so far from adding to the estimation of superior teachers, I believe it detracts therefrom, whilst the creating of Service Professors gives an official tone to its members, which is not in keeping, to my mind, with the separate and independent position which gentlemen in the position of Professors should occupy. Nor is the graded service now constituted necessary for the Inspectorate because I believe that branch of the service should ordinarily be officered by gentlemen who have had long experience as teachers of schools and colleges in India and who have had also a period of probation in the duties of Inspectors. All the requirements of the superior Inspectorate may be met by having four or five Inspectors either arranged in classes or having independent salaries rising by increments—the average emoluments being the same as they are now. Appointments to this service should ordinarily be made by the local government from men in the education service Inspectorial or Professorial or employed in public institutions under private management. If an officer is supplied from Europe he should invariably be a gentleman of high attainments and of considerable experience as an Inspector in Great Britain or Ireland.

(b) I am entirely of opinion that the Government of each Presidency should have an institution capable of thoroughly teaching, theoretically and experimentally, all the subjects of the Arts courses from the intermediate or F.A. examination up to the M.A., as those courses now stand, or as they may stand hereafter. The literary parts of such courses might possibly be adequately provided for by private agency but I feel assured that in this

portion of India private agency will not, within any practicable period, be able to establish or maintain institutions properly provided both as regards teachers and apparatus for higher scientific teaching in all its branches and departments. This is the state's work, and it should be done liberally and without stint if it is to prove truly effective.

(c) The application of the rule regarding two-third rate of salary to natives promoted to the graded list is, I consider, a serious mistake and is not compensated by trifling financial gain. Its operation not only acts as a positive check on ambition and consequently on natives' obtaining eminence as teachers or Inspectors but encourages the best men to look for promotion outside the Department. To secure the services of the best natives in this department the prospects now offered do not suffice. They should be made to do so.

The Education Department is composed of:

- (a) A Director of Public Instruction.
- (b) Seventeen Superior Officers, designated graded officers.
- (c) An Inspectress of girls' schools.
- (d) Principal and Vice-Principal of the College of Agriculture.
- (e) Principal of Teachers' College.
- (f) The Superintendent of the School of Arts.
- (g) The Principal of the College of Engineering and the Professor of Mathematics and Mechanics in the said College according to the scheme approved in G.O. Educational, no. 328, dated 27 April, 1886, which has not yet been sanctioned by the Secretary of State.
- (h) The Teacher of Dentistry in the Medical College.
- (i) The Superintendent of the Presidency Training School for Mistresses.
- (j) A staff of 18 teachers whose appointments are sanctioned by government and notified in the *Fort St. George Gazette*.
- (k) A staff of Deputy Inspectors of schools and Deputy Inspectresses of girls' schools, whose appointments are not notified in the gazette.
- (l) Non-gazetted teachers of colleges, general and technical, of technical schools and of secondary and primary schools; and
- (m) Clerks on the several establishments.

(a) The Director of Public Instruction is appointed by Local Government. There has hitherto been no restriction as to the class officers to whom the appointment is open, though with the single exception of Sir A.J. Arbuthnot, the first Director, it has always been conferred on an officer who had served in the Educational Department for a long or a shorter period. The ruling of the Government of India regarding the filling up of the Directorship is embodied in paragraph 6 of their resolution, printed in G.O., dated 12th November 1886, no. 719, Educational.

(b) Graded officers are appointed by the Secretary of State, except in the case of natives of India elevated to the grade by the local government.

There are four grades of Officers as per margin.<sup>1</sup> Officers are always appointed to the lowest (fourth grade on the minimum pay and no increase of salary is given unless the officer passed a compulsory test in the vernacular within a definite period prescribed by the Secretary of State. The restriction as to passing in a vernacular does not apply to native officers. The native officers, as in the case of natives appointed to the Covenanted Civil Service, draw two-thirds of the pay of the appointment. Promotions are made by Government generally on the recommendation of the Director of Public Instruction. Seniority tempered by selection is the principle followed in making promotions.

I would remark here without discussing the subject at length, that I am quite of opinion that so far as Professorships are concerned the present system of graded promotion as well as of long service is radically wrong, and so far from operating in the direction of securing men of higher literary or scientific attainments for the service of Government, it has an opposite effect. Believing as I do that Government should not undertake to provide Superior Colleges for India, unless it offers them with Professors of very high attainments, and unless it provides that such men should not lose touch with the advance of the knowledge in Europe, I take it as essential to securing such men that their pay shall be much higher than that on which graded officers now begin; secondly, that their term of service shall be very much shorter than at present; thirdly, that for such service, if approved, they shall receive ample consideration in the way of bonus or pension; and, lastly, that these officers shall draw this salary, whether fixed for the full term of service or rising gradually, independently and shall not, as now is, I fear, often the case, have their mind diverted from their high calling by contemplating the chances of permanent or temporary promotion. If the Government teachers of religion are spared this temptation why should not teachers of other branches of knowledge. If the state cannot afford to maintain so expensive a system, it would, in my opinion, be better for it to leave the direction of the higher education movement in other hands. I would add that I think the local Government would be more likely to secure better men if they had the power of selection in the first instance, instead of the Secretary of State; these selections being subject to the final confirmation of the Home Government. The Director of Public Instruction would naturally take the greatest pains to find out the most fitting person by means of correspondence or by personal inquiries when in Europe. He

<sup>1</sup>The four grades of officers were as follows:

Grade	Salary
First	Rs. 1,250-1,500
Second	1,000-1,250
Third	750-1,000
Fourth	500-750

would have to satisfy the Local Government that the nomination was the best possible, and again the Local Government would have to secure the final approval of the Home Government. This process which, I submit, is quite practicable, would, I believe, better assure the employment of the best men than that now in force.

(j) Besides the graded officers, there are officers whose appointments are notified by Government in the gazette. These appointments are also made by Government on the recommendation of the Director of Public Instruction, but when the services of a European graduate are considered necessary, the Secretary of State is addressed and he selects a suitable officer from among British University graduates. The restriction of two-thirds pay does not apply to the Native Officers appointed to fill up these posts. As in the case of graded officers, Europeans and Eurasians are required to pass in a South India vernacular within a stated period. The principle of seniority tempered by selection is observed in making promotions from grade to grade. Until recently however, owing to the somewhat poor Educational attainments of many of the seniors, the rule as regards seniority had to be frequently set aside.

(k) The Deputy Inspectors of Schools and the Deputy Inspectresses of Girls' Schools are appointed by the Director of Public Instruction. The rules regulating the appointment and promotion of deputies, which were approved by the Government of India, are given in Appendix A.

(l) All teachers who are not appointed by the Secretary of State or Government are appointed by the Director of Public Instruction, or by the inspecting officers in the case of appointments the salary of which is Rs. 30 or less. In second grade colleges, graduates only are appointed as English Assistants and in High Schools, graduates and F.A.s. For lower appointments also, men or women who have passed the university or other recognised examinations are selected. As a rule, no untrained teacher is confirmed in an appointment. In the case of teachers who have done exceptionally good work, this condition is waived. But such cases are few and far between. In future the attainment of the degree in teaching will be a condition of confirmation in the case of graduates educated in India. Two temporary assistantships carrying a pay of Rs. 50 each per mensem have been created in the Teachers' College. These appointments will be filled up from time to time by the most distinguished students who have been trained in the College, and from among these efficient Headmasters for elementary normal schools and also Assistants for Colleges will be provided. Pundits and Munshis to teach Oriental classics or the South Indian vernaculars are selected from among the applicants as no public examination is held to test the qualifications of this class of teaching agency.

(m) Clerks and writing-masters are selected from among applicants. The public examinations passed by the applicants, their hand-writing and

clerical experience, if any, are taken into consideration in making the appointments. When vacancies occur in my office, I generally hold a competitive examination among the applicants present and select the best man, taking into consideration at the same time the applicant's previous history and his reputed character.

European officers of the graded service draw full pay, and Native Officers two-thirds of the pay of the grade. In the non-graded service no such restriction is in force.

As regards pension, chapter IX of the Civil Pension Code is applicable to all. Certain officers, not being natives of Asia, are allowed three years' less service in counting the period qualifying for pension. Chapter V of the Civil Leave Code is applicable to officers appointed to the graded service by the Secretary of State or with his particular sanction, and also to officers specially admitted to the favourable leave rules. All other officers are treated alike, and chapter X of the Civil Leave Code applies to them as well as to other Uncovenanted Officers.

The technical requirement of the Department is, as already stated, that every teacher should as a rule undergo training in the Teachers' College before confirmation. The Presidency College<sup>1</sup> is provided with Professors and Assistant Professors for the different subjects, and in the other 1st grade Colleges at Kumbakonam<sup>2</sup> and Rajahmundry<sup>3</sup> Lecturers and Assistant Lecturers are engaged to teach different subjects. Such specialisation was intended to add dignity to the position of the teachers and to afford facilities to improve the efficiency of the teaching of special subjects. Salaries are attached to persons not to teachers of special subjects so that men possessing aptitude and competency are selected to teach particular subjects, while promotions are regulated as elsewhere explained on the principle of seniority tempered by selection.

Almost all classes of the community seek employment in the Department. Among Natives, Brahmans predominate; some Native Christians also are holding higher appointments. In all schools where there are Departments for Mahomedan children, Mahomedan teachers are generally employed. There is a Deputy Inspector of Mahomedan Schools, and a Deputy Inspector of Mappila Schools in Malabar. For Uriyas also there is a special Deputy Inspector.

On the question of the comparative capacity of each class for rendering efficient service, I would generally remark that each section of the population, Mahomedans to some extent excepted, can count several men who have rendered good service to the Department. The number of Mahomedans employed in the Department is comparatively small, and

<sup>1</sup>Presidency College, the premier college of the Madras Presidency was established in 1852.

<sup>2</sup>Kumbakonam College was established in 1867.

<sup>3</sup>Rajahmundry College was established in 1873.

some of them have been so lately employed that the experience gained does not justify the expression of a confident opinion as to their merits. I do not doubt, however, that with the extensive education amongst Mahomedans the class of men will be found who will not fall behind other classes of Indians in efficiency and devotion to duty. Speaking generally regarding the employment of Natives in the Department, I still adhere to the views contained in paragraph 44 of my letter to Government, dated 17th May 1884, no. 0-166,<sup>1</sup> remarking on the proposals of the Education Commission. The passage is as follows:

"I would remark that I see no reason, so far as this Presidency is concerned, for employing Indian graduates, except Indians educated in Europe, more largely than they have hitherto been in the Colleges maintained by Government as recommended in the following section. So far from supporting this recommendation, I would gladly see the European agency, which is now very weak, increased by men of special qualifications from Europe. I would draw attention to the remarks of Dr. Duncan<sup>2</sup> in the letter appended.<sup>3</sup> I agree, however, wholly with the recommendation what the qualifying period of Service for officers of the Education Department should be reduced and that a graduated scale of pensions based on length of service should be introduced. I believe few men can retain freshness and animation as teachers for many years in country, whilst these qualities are essential to all good teaching. On the other hand it is, I think, desirable to keep a supply of fresh blood from Europe moving more rapidly than it can possibly now move in so small a service as that of education. Further, in regard to Inspectors, the character of their duties is such as to render it desirable that men should not be compelled to hang on as at present until they approach the threshold of old age. Long experience is of high value, but its value is greatly depreciated when the activity and energy of middle life are waning. Moreover it must not be forgotten that men joining the Educational Service usually come to the country later in life than those joining other services, and consequently often do not become entitled to the lowest pension until they are already advanced in years."

In October 1882, I wrote to government in the following terms on the question of the institution of competitive examinations to fill up vacancies in Public offices:

"In this Presidency higher education has made such advance that I do not think the competitive system is needed as a stimulus to education. What

<sup>1</sup>See *Home-Education, A Proceedings*, November 1884, no. 2

<sup>2</sup>Dr. David Duncan was Professor of Logic and Moral Philosophy in Madras Presidency College (1870-84); Principal of Presidency College (1884-92); Registrar, University of Madras; Director of Public Instruction, Madras (1892-99); Vice-Chancellor of Madras University (1899). He is co-author of *Herbert Spencer's Descriptive Sociology*.

<sup>3</sup>Not included.

I venture to think is wanted is, to declare that certain higher offices in each Department shall not after a certain date be held except by men who have graduated in Arts, in Law, Medicine, or a Science as the circumstances of the case may require; nor that intermediate appointments of grades to be fixed for each Department, by men who have not passed the F.A. examination or examination relatively of a similar standard; and to lay it down as a fixed rule that the percentage of officials in each Department shall be distributed among Hindus, Mahomedans, Native Christians, and Europeans and Eurasians, according to a proportion to be fixed by Government, which, so far as Hindus, Native Christians and Mahomedans are concerned, might have some relation to their relative members; and that this proportion should be maintained except when men of the required standard, qualifications and character, under any head, are not forthcoming, no departure from the rule being permitted except with the sanction of Government. Unless some such restriction is imposed, I fear it is hopeless to expect either Eurasians, Europeans or Mahomedans to contend on equal terms with the Hindus whose progress at school or college is ordinarily more rapid than either of the above classes, whilst they can afford to sell their services cheaper, at any rate, than Eurasians and Europeans. Heads of Departments will naturally seek to render their Departments more efficient by securing the most highly-educated men for vacant posts. To adopt the course, however, which I would now suggest, would mitigate the evil which might result from restricting their choice by fixing the general educational standard of qualification for higher appointments. Although the greatest number of able men cannot thus be secured, still no man could be employed in an appointment whose general educational qualifications were unsuitable. For some years many exceptions would necessarily have to be made in justice to men now in, or who may shortly join the service of Government; but the result would, in course of time be that no Head of Department would ordinarily admit a candidate whose general educational qualifications would not enable him to rise to the higher offices. The progress of higher education is now so rapid that I am persuaded the time has come when such a rule could be adopted in most Departments and most Districts without hardship as far as Hindus and Native Christians are concerned, and with this additional incentive to higher education before long in the case of Europeans, Eurasians and Mahomedans, and I think with manifest benefit to the public service. Such a system, whilst it would ensure the employment of well or even highly-educated men, would leave Departments at liberty to adopt or not a system of competition tempered by selection for admission to Government service and would unquestionably tend to foster higher education in wholesome manner, as it would simply place a high premium on education, whether in Arts, Medicine, Law or Science obtained in the ordinary way in the Schools and Colleges of the country."

And again in 1884:<sup>1</sup> "This Government has, since the days of Sir Charles Trevelyan,<sup>2</sup> followed, so far as the educational condition of the people permitted, the policy of encouraging higher education by bestowing State patronage on well-educated men, and further, advance has been made in this direction by several Departments of the State within the last few years, more especially by the Judicial, Registration, Educational, Medical and Revenue Departments. But I doubt whether the present system of leaving patronage unrestricted is consistent with the spread of higher education in the country, without producing considerable social, if not political, discontent among the educated classes. To remedy this I would urge that admission to all Departments be regulated on a system of modified open competition of two grades, one for superior employment, the other for inferior a condition of admission to which competition shall be the possession of general knowledge of a certain standard, which, in the case of the Judicial Departments, should be for superior appointments, a degree in Law for inferior, at least the Matriculation Examination or a 1st class in the Middle School Examination; for the Revenue, a degree in Arts for the Superior grades and for the inferior the same in the Judicial line; for Medical employment, superior, the degree of Bachelor in Medicine for the inferior, Licentiate in Surgery and Medicine; for the Public Works Department, superior, the B.C.E. degree for inferior, the Overseer's certificate of the Civil Engineering College; for Registration, the B.A. degree; for Education, superior, the B.A. degree supplemented by the M.A. degree for professional posts, the F.A. Examination for inferior, excepting, of course, girls' and elementary schools, and in other Departments, similar standards. The Government have already accepted the principle in regard to the Public Works Department by G.O. no. 760, dated 4th October 1883. A part of the scheme should embrace the deservation of a certain percentage of the appointments to be competed for to each of the great sections of the community of Europeans, Brahmans and other Hindus, Native Christians, and Mahomedan. I will not say more on the subject here, but beg to refer Government to my letter printed in their Proceedings above noted. The adoption of some system of the kind would place the patronage of the State on a satisfactory footing, and remove all reason for the complaint that too often without office influence it is impossible for an educated man to obtain state employ, whilst it would ensure for the weaker sections of the population a fair proportion of public patronage until they are able to secure such proportion without special protection."

<sup>1</sup>In paragraph 78, letter no. 0-166, dated Madras, 17 May 1884. See *Home-Education, A Proceedings*, November 1884, no. 2

<sup>2</sup>Sir Trevelyan came to India in the service of the East India Company in 1826. He was Secretary to the Board of Revenue (1836-38), Governor of Madras (1859-60), was recalled and appointed the Financial Member of the Supreme Council in 1863. He had reported in favour of reforms in the Civil Service which were generally accepted.

To these remarks I would only add that I am more strongly convinced now than ever, that it is essential to the successful working of all Departments that admission should be regulated by a modified system of open competition. My views on this matter were accepted by Government<sup>1</sup> at first in regard to admission to the Public Works Department, in G.O., Educational, no. 760, dated 4th October 1883, and, although the order was subsequently modified, still the system finally approved by Government and embodied in the new Rules of the College of Engineering in the main fulfils the condition I advocated there being first an open competition for admission to the College and then a final selection by merit after completion of the course. Although for large Departments a general open competition should, in my opinion, be held, yet in existing circumstances even the Heads of small Departments can apply for such a test, qualifying it in relation to the proportional representation of the chief classes of the population. I have followed this rule in my own office in which, taking the permanent scale as it stands on this date, I beg to state that there are two Europeans and Eurasians, four Brahmans, eight non-Brahman Hindus and four Mahomedans, while the Native Christian element is not represented, no suitable Native Christian having applied for employment in the office.

Particulars of the gazetted appointments are given in the enclosure in the prescribed form.

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, pp. 114-18.*

## DOCUMENT No. 11

*Sub-Committee (Education), Public Service Commission from Bombay opines that native agency should be more largely employed for school inspection; favours appointment of Indians in teaching positions of colleges and university departments; views against importation of Professors from England for a short period; and condemns transfers from the inspecting staff of the professorial branch.*

**Note by the Sub-Committee (Education), Public Service Commission  
representing Bombay**

As in Madras, the Department was established in 1855-56.

The Directorship, on Rs. 2,000 rising to Rs. 2,500 is held by a Departmental

<sup>1</sup>G.O. Educational no. 443, 16 July 1885. See *Home-Education, A Proceedings*, December 1886, no. 23.

officer. There are seventeen appointments in the graded list.<sup>1</sup> These are three Principalships of Colleges, ten Professorships and four Inspectorships with salaries rising from Rs. 500 to Rs. 1,500. One Professorship is at present vacant. Natives of India appointed to a graded office since 1882 receive only two-thirds of the pay fixed for Europeans. The Director and thirteen graded officers are non-domiciled Europeans, one is a domiciled European and three<sup>2</sup> are Hindus. There are ten ungraded College appointments—Professorships and Lecturerships on salaries ranging from Rs. 125 to Rs. 500. Four of these are held by non-domiciled Europeans, one by a Eurasian, one by a Hindu, one by a Mahomedan and three by Parsis. In the Bombay School of Art there are two superior appointments, the Principalship on Rs. 900 and a teachership of Drawing on Rs. 500 rising to Rs. 700. The incumbents of both these appointments are non-domiciled Europeans.

*High Schools for Males:* There are twenty appointments on salaries ranging from Rs. 200 to Rs. 700. Only two of these posts are filled by non-domiciled Europeans; all the others are filled by Natives of India in the Statutory sense, viz., one by a Eurasian, twelve including the highest paid by Hindus, one by a Mahomedan, three by Parsis and one by a Native Christian. The Local Government desires that in future non-domiciled Europeans should not be employed as Head Masters of High Schools.

*High Schools for Females and Training Colleges:* Of the three Lady Superintendents on salaries from Rs. 300 to Rs. 500, one is a domiciled European and two are non-domiciled. All other appointments in the department are held by Natives of India of unmixed blood. The more important of these are three Principals of Training Colleges on Rs. 300, five Deputy Inspectors, and the Curator of the Book Depot, on Rs. 250, 300 and 350, and four Translators on Rs. 200 each.

Thus, of 87 appointments on salaries of Rs. 100 and upwards:

24 are held by non-domiciled Europeans.

2 are held by domiciled Europeans.

2 are held by Eurasians.

45 are held by Hindus.

7 are held by Mahomedans.

6 are held by Parsis.

1 is held by a Native Christian.

*Admission to the Department:* The graded list has been recruited in different ways. Of seventeen officers now on the list, seven were appointed by the Secretary of State for their special qualifications as teachers of particular subjects, three were appointed to High Schools by the Secretary

<sup>1</sup>The list of Graded Officers in Bombay referred to in this document is to be found in *Report of the Sub-Committee, Public Service Commission, 1886-87*, Education Department, p. 94.

<sup>2</sup>One of them was on substantive *pro-tem* only.

of State and promoted to the graded list by the Bombay Government, four were appointed to ungraded officers by the Local Government and were afterwards promoted to the graded list, and three men came to India in the service of private employers and were appointed to the graded list by the Local Government. Entrance to the graded list must be by the lowest class in the grade. There is a standing order of the Secretary of State forbidding the appointment of Europeans unless by the India office, and it is also ordered that subordinate officers of approved merit should be eligible for the graded list. This list consists of four grades, and the orders for promotion are (a) that members of the two highest grades will, as a rule be selected from the lower grades, but the Government reserves to itself full power in case of necessity to look elsewhere for suitable officers; (b) members of the 4th grade will be promoted to the 3rd grade by seniority, whether performing the duties of Inspector or Professor, except in cases of special disqualification.

Appointments to the other offices are made by the Local Government unless when special qualifications not attainable in this country are required, such as for the Agricultural Teacher and the Teachers in the School of Art.

Good Service as Schoolmasters or Assistants has been chiefly regarded in making appointments to the Headmasterships of High Schools and Training Institutions, and to Deputy Inspectorships.

*Employment of Natives:* The Governor in Council is of opinion that the whole of the lower appointments in the Education Department should be held by Natives as defined in the Statute 33 Vic., Cap. 3, and that the imported Europeans should be as good as possible, as few as possible and as highly paid as possible. He would reserve two of the four Government Inspectorships for Natives, so that an intimate knowledge of the people of the country might be combined with European accuracy and method, but the proportion should not be larger because of the jealousies between Hindus and Mahomedans, and because of the number of European schools and of the necessity of keeping touch with European schools and of the necessity of keeping touch with European progress in educational matters. He would, as a rule, reserve for the best Europeans who could be induced to come out, all Professorships in the Presidency or Central Colleges except those of Oriental Languages, and in other Colleges those of English Literature, Logic, Political Economy, and History. He would throw open to Natives of India all Professorships of Oriental Languages and Science and Mathematical Professorships in Provincial Colleges which should be aided and not Government institutions. Special salaries like those in the graded list should be given to imported Europeans only, the salaries of Natives being fixed with reference to local considerations and the nature of the duties to be performed. A saving would thus be effected which would make

it desirable to employ Native agency when possible and enable the Education Department to employ a larger number of teachers than at present.

The Government of Bombay also considers that for Professors special appointments should be the rule without exception except for the grounding of junior classes in English, for which work the best European Schoolmasters are well fitted; but for a Schoolmaster or Inspector the best candidates are found among the Deputies and Assistant Teachers except when a Professor comes forward who is fitted for an active life and has plenty of common sense, patience and tact. Inspectors should be recruited from below, while the Professor should be a man fresh from the University and not jaded by long drudgery in a school.

Of seven witnesses orally examined,<sup>1</sup> all are unanimous that Native agency might be more largely employed than at present for the inspection of schools. It is pointed out that the inspection of the schools, is satisfactorily carried on at present by Deputy Inspectors who are all Natives of India, and that inspection by Europeans is wanted only for European Schools. Some witnesses consider that even for these it is necessary.

Transfers from the Inspection staff to the Professorial branch are condemned. As to Professorships, Dr. Peterson,<sup>2</sup> Professor of Sanskrit at the Elphinstone College, would have all the Professors imported from Europe. He thinks that if Sanskrit is to be studied in India with the same scientific precision and fruitful results as other branches of European learning, it stands in need of living contact with European thought in the same way, though not perhaps to the same extent, as any other subject. He conceives also that it is absolutely impossible for any one to keep precisely abreast of the progress of European research in Sanskrit and the cognate subjects who does not know the Continental languages. Such knowledge he states, is extremely rare among Native scholars and is likely to continue to be so until there is some provision for the endowment of learning. As to Professorships in other subjects, he thinks that general considerations apply, and that it is an essential part of the idea of English education in India that by the appointment from time to time of English Professors, the pupils are brought in contact with English thought, not only by books and lectures, but by the presence of educated Englishmen in the Colleges. An English scholar not only brings with him a certain amount of education that a Native scholar

<sup>1</sup>These seven witnesses were: Dr. P. Peterson, Professor of Sanskrit at Elphinstone College and Registrar, Bombay University; Vaman Shivram Apte, Principal, Fergusson College, Poona; Vaman Abaji Modak, Principal, Elphinstone High School, Bombay; Narayan Bhai Dandekar, late Director of Public Instruction in Banaras; Sitaram Vishvanath Patvardhan, Inspector, Southern Division; V.N. Pathak, Headmaster of Satara High School; and Dr. Ramakrishna Gopal Bhandarkar, Professor, Oriental Languages in the Deccan College.

<sup>2</sup>Dr. Peterson (1847-99) was with the Education Department of Bombay since 1873. A great Sanskrit scholar, he found many valuable Sanskrit manuscripts, edited Sanskrit works and also studied Jāin literature. He was closely associated with Royal Asiatic Society of Bombay.

may have in an equal or greater degree, but he is, supposing he is well chosen, a man imbued with the spirit of European thought.

As regards Oriental Languages and Mathematics these views are not shared by other witnesses. Dr. Bhandarkar,<sup>1</sup> Professor of Oriental Languages in the Deccan College, considers that Native graduates could be found to teach up to the M.A. course in Oriental subjects and perhaps in Mathematics, but he would have one College in the Presidency in which the Mathematical Professor should be from Europe. Other witnesses state that the Professorships in these two subjects should be held by Natives, but it is admitted by some that men are not to be found capable of teaching beyond the B.A. Honours standard, and that study and research are rarely prosecuted for their own sake by graduates after they have obtained their degrees. It is, moreover, alleged that other more highly-paid branches of the Government service or professions attract the best graduates. As regards other subjects that preponderance of evidence is in favour of English Professors.

Mr. Oxenham,<sup>2</sup> Principal of the Deccan College, writes as to the employment of Natives: "I think that probably half the Professors might be Native graduates, and I am assured by Native gentlemen whom I can trust, that Professorships carrying such pay as Rs. 250 rising to Rs. 500 would attract fully competent graduates. The nature of the work is congenial, and the feelings of regard the social respect immemorially associated with such a position in Indian society would combine to compensate for moderate pecuniary emolument."

The grade system of Professors and Inspectors combined is advocated by some witnesses as securing certainty of promotion and experience. Dr. Peterson thinks that only specialists should be appointed Professors, and that their promotion should be arranged for without involving the necessity of transferring them to other work. He complains that specialists are treated simply as so many members of a service in exactly the same position. He adds that at one period of his service he was almost forced to become Professor of English Literature, and he had the greatest difficulty in bringing it home to the mind of the authorities that such a transfer would be tantamount to the close of his career as a Sanskrit scholar. As the pay of

<sup>1</sup>Dr. Bhandarkar, the famous orientalist and social reformer, entered the Education Department as Dakhshina Fellow at Poona in January 1859; later worked as Professor of Oriental Languages in Elphinstone College (1869-1881), of Sanskrit at the Deccan College, Poona (1882-93); and was Vice-Chancellor of Bombay University (1893-95). He was member of the Governor-General's Legislative Council in 1903-4, when the Universities Act was passed. He became a member of the International Congress of Orientalists in 1874 and 1886. His contributions include: *Wilson Philological Lectures* (1877), *Early History of the Deccan* (1884).

<sup>2</sup>Mr. R.G. Oxenham was appointed to this position by the Secretary of State on the nomination of the Vice-Chancellor of Oxford University in 1863. Later he taught English literature and History and Political Economy as Professor in the Elphinstone College.

both appointments was the same, it was for some time considered that his objections were most unreasonable.

On the other side the Director of Public Instruction<sup>1</sup> writes with reference to this subject: "The officers now sent out to the Government Colleges are drawn from the same class as Assistant Masters in England, and their duties in India resemble those of a College Tutor at Oxford. They are selected at Home for proficiency in some particular subject of the University curriculum, but they come out directly after taking their degree and are not specialists, i.e., men who have devoted their time to a particular line of study. Some of them become specialists in India, but the only officers who have never been sent out from England with a real right to be called specialists are the three German scholars<sup>2</sup> who had studied Sanskrit for a considerable time after leaving the University. Specialists or Professors in the proper sense of the term, i.e., men who devote their lives to a single branch of study may be employed if the present College system gives place to the Scottish or German system; but specialists alone could never work a College except at enormous cost and unless they ceased in part to be specialists. The number of subjects required by the University steadily increases, and specialists would count it a loss to give time to any but their particular subject, while in a College system there are always duties to be performed which do not obviously belong to any particular person and must be performed by volunteers. Moreover, in Indian Colleges there is the difficulty which arises from frequent absence because of sickness or furlough, and it would be practically impossible for the department to work a college with nothing but specialists on the staff. These difficulties would not exist in the same degree if the university took the place of government. The university would not be tied down by rules and codes as government necessarily is; but it would be an expensive thing to make a sudden change, as vested interests would have to be guarded or compensation given. And, lastly, the university could not undertake fresh duties without a new charter,

<sup>1</sup>Kyrle Mitford Chatfield joined the Bombay Educational Department in 1866 as Principal and Professor of Logic and Moral Philosophy at the Elphinstone College, Bombay; became Director of Public Instruction, Bombay from November 1874.

<sup>2</sup>These three German scholars were Martin H. Haug, Johann George Buhler and Dr. Franz Kielhorn. Haug was appointed Professor of Sanskrit at Poona in 1859. He acquired great knowledge of Brahmanism and of ancient Zoroastrian religion during his seven years of stay in India. His publications include: *Die fünf Gathas, Essays on the Sacred Language Writings and Religion of the Parsees*, 1862-78, and *A Zend-Pahlavi Glossary*, 1868.

The famous Orientalist Buhler was nominated as Professor of Oriental Languages at Elphinstone College, Bombay in 1863. From 1864 onwards with brief intervals he was Professor of Ancient History and English in the same College and in the Deccan College, Poona till 1868 when he was appointed an Inspector. His chief works are: *Digest of Hindu Law*, and *Encyclopaedia of Indo-Aryan Philology*.

Dr. Kielhorn came to India as a reputed scholar and worked in the Bombay Educational Department since 1881. Substantively he was appointed as the Superintendent of Sanskrit Studies in the Deccan College, Poona but also worked as its Principal for some eight years.

so that legislation would be necessary.”

The importation of Professors from England under engagement for short period is not generally approved. It is feared that superior men of the stamp wanted would not be induced to come out even for salaries much higher than at present, and that the advantages of experience would be sacrificed. It is urged on the other hand that these drawbacks would be mitigated or minimised if the engagement were open to renewal at the end of its term.

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, pp. 83-84.*

## DOCUMENT No. 12

*Acting Chief Secretary to the Bombay Government writes to the President of the Sub-Committee of the Public Service Commission, about the procedures of appointment and promotion of the gazetted officers of the Education Department; furnishes details about service matters; and suggests large appointment of the natives.*

No. 1004

Bombay Castle, 27th June 1887

**From:** The Hon'ble J.R Naylor,<sup>1</sup> Acting Chief Secretary to Government, Bombay

**To:** The President of the Sub-Committee of the Public Service Commission<sup>2</sup>

I am directed to acknowledge the receipt of the letter from the Secretary, Public Service Commission, no. 155, dated 17 March 1887, and also of your letter no. 266S, dated 30th idem, requesting full and detailed particulars under each of the five heads specified therein in regard to the Educational Department of this presidency (inclusive of Sind).

2. In reply, I am to observe that the Gazetted Officers of the Educational Departments are all appointed and promoted by Government on the recommendations of the head of the Department. These officers are shown in the list<sup>3</sup> appended and may be noticed under the following nine heads:

- (1) *The Director's Appointment:* For this the Government of India Resolution, Home Department (Education), no. 16-300-310, of the 4th September 1886<sup>4</sup> gives a preferential claim of Educational Officers

<sup>1</sup>Mr. Naylor came to India in 1862. He was acting Chief Secretary to the Government of Bombay during 1879-80 and again in 1887. He was also a Member of the Legislative Council of Bombay in 1887-88.

<sup>2</sup>Sir Charles Turner.

<sup>3</sup>Not included. See *supra*, p. 94, fn. 1.

<sup>4</sup>See Document no. 3.

throughout India. In Paragraph III of a letter from the Financial Department, no. 3602, of the 27th November last,<sup>1</sup> this Government informed the Supreme Government that three of the Educational Officers of this Government are thoroughly competent for any educational office the Supreme Government could give them.

- (2) *The Graded List of seventeen Officers, i.e., three Principals of College, four Inspectors, and ten Professors:* Under Government of India Resolution, Home Department (Education), no. 132, of the 28th March 1873,<sup>2</sup> no person is admitted to the graded list who has not entered it in the lowest class. There is also a standing order of the Secretary of State forbidding the appointment of any Europeans except by the India Office,<sup>3</sup> and it is also ordered that subordinate officers of approved service should be eligible for the graded list. At the same time, special qualifications are required for some of the appointments in the grades (e.g., for Professorships in English literature and in Science, Mathematics and Languages).

Of the seventeen officers now in the grades, seven were appointed to the graded list by the Secretary of State, for their special qualifications as teachers of particular subjects; three were appointed to High Schools by the Secretary of State and promoted to the graded list by this Government; four (three natives and one European) were appointed to High Schools or Deputy Inspectorships by this Government and afterwards promoted to the grades by this Government, and before the rule against the employment of men from England was laid down or before it was enforced, three men came to India in the service of private employers and were appointed to the grades by this Government. Promotion in the grades is regulated by this Government Resolution, no. 1162, of the 13th November 1874, which runs as under:

- “(a) The members of the two first grades will as a rule be selected from the lower grades, but the Government reserves to itself full power in case of necessity to look elsewhere for suitable officers.
  - (b) Members of the 4th grade will be promoted to the 3rd grade by seniority whether performing the duty of Inspector or Professor, except in cases of special disqualifications.”
- (3) There are *ten ungraded appointments in Colleges*, consisting of four teachers of law and six teachers of languages and science. The Law

<sup>1</sup>See *Home-Education, A Proceedings*, July 1887, no. 29 (paragraphs 95-101).

<sup>2</sup>*Ibid.*, March 1873, no. 39.

<sup>3</sup>In the Home Department Circular no. 33-1864-74, dated 9 November 1875, “attention was called to the standing orders prescribing that in all cases in which it is desired to engage individuals in the United Kingdom for service in India the nomination must rest with the Secretary of state.” See *Home-Education, A Proceedings*, January 1892, no. 20. Also see paragraph 2 of Home Department, letter no. 396, dated 7 December 1892. (*Home-Education, A Proceedings*, December 1892, nos. 68-71).

Lecturers are the best Barristers and Advocates, who will consent to serve, and of the rest, the Agricultural Teacher was sent out by the Secretary of State, and the Professor of Biology is a scholar who came out to a medical mission with a knowledge of the latest instruments used in a particular branch of science, while the four others—two ancient scholars and two who have studied under the Bombay University were appointed by this Government for proficiency in their particular branches of knowledge.

- (4) The *two teachers in the School of Art* were successful students at South Kensington, and were sent out by the Secretary of State.
- (5) The *twenty Headmasters of High Schools* include one Englishman sent out by the Secretary of State, and one Englishman appointed by this Government, after serving as an Assistant Master. The rest of the Headmasters are Natives, mostly graduates who have been selected by Government because of their good work as Assistant Teachers.
- (6) The *three ladies* (one in a High School for Native girls, and two in Female Training Colleges)<sup>1</sup> were appointed by this Government after they had shown themselves to be successful teachers in private schools.
- (7) The *four heads of Training Institutions for Masters* were selected by Government on account of good service as Deputy Inspectors or Assistant Teachers.
- (8) The *four Translators and the Curator of the Book Depot* were selected by Government from among the Deputies and Assistant Teachers for their scholarly knowledge of the vernaculars.
- (9) The *twenty-five Deputy Inspectors* were selected by Government as being the most successful Schoolmasters or Assistants, and the younger men among them are graduates of the University. One or two Mahomedan deputies for Urdu Schools were appointed directly after they had taken degrees at the University.

3. The pay of all appointments is shown in the statement appended,<sup>2</sup> but Natives appointed is to the graded list since 1882 receive only two-thirds of the pay fixed for Europeans. The general rules regarding pay, pension and furlough are applicable to the officers of the Education Department, with this exception that officers who are not Natives of Asia and whose qualifying service begins after the age of twenty-five years and whose whole service for which pension is claimed, is passed in one or other of the officers marginally noted, earn pension by three years' less service than is required from other officers: *vide* Section 188 (a) of the Civil Pension Code, sixth edition.

<sup>1</sup>The three ladies referred to here were: Miss A. Hurford, Lady Superintendent of Native Girls' High School, Poona; Mrs. J.K. Davies (Collett), Superintendent of Female Training College, Poona; Miss R. Morris, Superintendent of Ahmedabad Female Training College.

<sup>2</sup>Not included.

Director of Public Instruction, Inspectors of Schools,  
Principals and Professors of Colleges,  
Headmasters of Colleges and High Schools.

4. The technical requirements of the service are shown by the titles attached to the offices. To be a good Schoolmaster a man must be healthy and active, have a liking for boys, be well educated, and possess the qualities of patience, accuracy and industry. The special knowledge required in a Professor of Science, Mathematics or Languages is best known by the stamp of a University degree, which the powers of an Inspector or a Schoolmaster can only be developed by practice and proved by experience. For the Professors, special appointments should be the rule without exception (except for the grounding of junior classes in English, for which work the best European Schoolmasters are well fitted); but for a Schoolmaster or Inspector, the best candidates are found among the Deputies and Assistant Teachers, except when a Professor comes forward who is fitted for an active life and has plenty of common sense, patience and tact. Inspectors should be recruited from below, while the Professor should be a man fresh from the University and not jaded by long drudgery in a school.

5. The Education Department had at first the pick of the community, the other Departments of Government being partially closed to the educated Native. But since this has ceased to be the case, the lower salaries offered in the Education Department have caused this Department to be less attractive to educated Natives than it was a few years ago. The Brahmans have hitherto given the Department the best recruits, 38 out of the 45 Hindus in the Education Department being Brahmans, but other sections of the community, including the Mahomedan, are now coming forward. But a Mahomedan educated in the European mode is still rare enough to command a price which is more than Government can pay. The Parsis are good teachers, but are too energetic to care much for the prospects the Education Department can hold out. Native Christians are not up to the other races in educational progress, and this is natural as they are generally found among the poor and depressed classes. The Eurasians and domiciled Europeans are either good enough to get into the better paid branches of Government Service, or leave school early for active occupation on the Railway or in Workshops. They are besides generally indifferent to the vernacular languages, so that the Department cannot make much use of the few who seek employment. It has had, however, one or two excellent teachers from these classes in the Colleges where the vernacular is little used.

6. With regard to the comparative efficiency of each class, experience shows that, if a really good European is obtained, he is the most satisfactory of all, but Native employers, picked as they are out of an enormous

population, attain to a higher average of efficiency and are content with much lower pay. Some Europeans have not turned out well. This is possibly due to their not having been recruited from the class best suited to the position and work which they were sent out to. The Headmastership of a High School was, especially some years ago, not a position of any attraction to young Englishmen of University Education without special aptitudes. Natives qualified for these posts are in these days not difficult to find, as they formerly were, and they are now exclusively appointed to them.

7. The conclusion at which the Governor in Council arrives is that the whole of the lower appointments in the Education Department should be held by Natives (i.e., Natives as defined by statute) and that the imported Europeans should be as good as possible, as few as possible and as highly paid as possible. Two of the four Government Inspectors might be Natives, so that an intimate knowledge of the people and the country may be combined with European accuracy and method; but the proportion should not at present be larger because of the jealousies between the Hindus and Mahomedans, and because of the number of European schools and of the necessity of keeping touch with European progress in educational matters. On the other hand, the most important Professorship—English Literature, Logic, Political Economy, History everywhere, and the Mathematical and Science Professorships in the Presidency or Central Colleges—should, as a rule, be given to the best Europeans who can be induced to come out. The Professorship of Oriental Languages everywhere and the Science and Mathematical Professorships in Provincial Colleges (all of which should be aided and not Government institutions) and all appointments in High Schools should be given to Natives of the country. Special salaries like those in the graded list should, in the opinion of the Governor in Council be given to imported Europeans only; the salaries of Natives being fixed with reference to local considerations and the nature of the duties to be performed. Under these conditions, a saving would be effected, which would make it desirable to employ Native agency wherever possible, and enable the Educational Department to employ larger number of teachers than at present.

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, pp. 86-87.*

### DOCUMENT No. 13

*Sub-Committee (Education), Public Service Commission, representing the North-Western Provinces and Oudh proposed for better service conditions for the educational officers; gives the qualifications required for Inspectors and graded Professors; doubts the usefulness of the system of graded*

*appointments; discusses the possibility of large employment of the natives and of separating teaching from administrative work.*

**Note by the Sub-Committee (Education), Public Service Commission  
representing the North-Western Provinces and Oudh**

The Department of Public Instruction was created in the North-Western Provinces in 1855, and in Oudh in 1864.

The Directorship of the Department is at present held by a Covenanted Civilian.<sup>1</sup> There are twelve graded officers on pay rising from Rs. 500 to Rs. 1,500. Six of them are employed as Inspectors of Schools, two as Principals, and four as Professors in the Government Colleges at Allahabad and Benares. Of the first mentioned the services of one have been lent to an aided College. One graded officer is a European domiciled in India: the remaining eleven are two Europeans not so domiciled and one Hindu. Appointments to the graded service are made by the Secretary of State, and officers take rank and receive promotion in order of seniority, the pay being personal and irrespective of the office held for the time being. The objections urged against the present system are that it makes no distinction between the Professorial and Inspecting branches, and that an officer once admitted to the graded list or gazetted appointments is assumed to be equally qualified for any office in the Department. Of the five witnesses examined, one Mr. Boutflower, a graduate of Cambridge, Professor of Mathematics in the Muir Central College, was Inspector of Schools for a year, and Pandit Aditya Ram Bhattacharjea has been Professor of Sanskrit in the Central and Benares Colleges, and also Professor of History.<sup>2</sup> The highest paid graded appointment<sup>3</sup> and three out of four places in the 2nd grade<sup>4</sup> are held by Inspectors of Schools. The Principal of the Muir College<sup>5</sup> receives only Rs. 1,150 and of the Benares College<sup>6</sup> Rs. 750.

A proposal is under the consideration of the Government of the North-Western Provinces to reduce the number of Inspectorships from six to three, increasing the number of Assistant Inspectorships. The strength of the graded Service, assuming that it will be continued in its present form, would then stand at nine. The effect of this would, in the opinion of the Government, be to introduce a different class of Inspectors, usually Natives, for elementary schools.

<sup>1</sup>Mr. Edmund White.

<sup>2</sup>The other witnesses were: A.E. Gough, Principal, Muir College; Madan Mohan Malaviya, Third Master, Government High School, Allahabad; and Charles Dodd, Inspector of Schools, Allahabad Division.

<sup>3</sup>The salary of the highest paid graded appointment in the N.W. Provinces was Rs. 1,500.

<sup>4</sup>The salary of the grade referred to here was Rs. 1,250.

<sup>5</sup>A.S. Harrison.

<sup>6</sup>J.C. Nesfield.

In the report submitted to the North-Western Provinces Government on the reorganisation of the Department, the Director, Mr. White,<sup>1</sup> makes the following remarks on the necessity for keeping distinct the Professorial and Inspecting staff:

"The remaining offices in the graded service consist of the two Principalships of the Muir<sup>2</sup> and Benares Colleges,<sup>3</sup> and of the four Professorships attached to those Colleges. Whether or not the number of graded officers attached to our Colleges should not be increased cannot be discussed here. It is certain that the number cannot be diminished without sacrificing the prestige and efficiency of the Government Colleges, which must be maintained, if at all, as standards for the guidance of the aided Colleges of the Province. I will assume, therefore, here that the number of graded appointments connected with the Colleges is six.

The Principal performs, in addition to his proper work, that of a College Professor, and his duties may indeed be accurately described by saying that he has to administer the institution as well as to deliver lectures. Thus in considering the qualifications required for these appointments we may, for our present purpose, treat these six graded officers as College Professorships.

It will, I believe, be admitted that the time is passed when we can accept as a Professor in a Government College in these Provinces a gentleman who has no other qualification than that of having taken the usual degree. A College Professor here, as in Europe, should be a specialist, and should be appointed with reference to his special mastery of his subject. We require the Chairs in our Colleges to be filled by men who are devoted to the pursuit of a branch of knowledge, and who in imparting instruction to their students do not forget that part of the duty of the Professor is to work for the advancement of knowledge. With reference to the future University of these Provinces, it is extremely important that this should be borne in mind in filling up the vacant Professorships."

It will be at once evident then that the qualifications required from our

<sup>1</sup>Mr. Edmund White was appointed to the Bengal Civil Service after the examination of 1865. After holding various other positions in the North-West Provinces and Oudh he was its Director of Public Instruction (officiating for one year) from 1884 to 1889. Later he was member of the Council of the Lt. Governor for making laws and regulations in 1889.

<sup>2</sup>One of the prestigious modern educational institutions of the North-Western Provinces during the last quarter of the 19th century, Muir Central College was established as a result of the initiative taken by Sir William Muir, Lt. Governor of the North-Western Provinces, at Allahabad in 1872 and it formed the nucleus of the University of Allahabad which came into existence in 1887.

For details see W.H. Wright, *The Muir Central College, Allahabad; Its Origin, Foundation and Completion*.

<sup>3</sup>Earliest of the colleges in the North-Western Provinces, Benaras Sanskrit College, founded in 1792, was designated "to cultivate the laws, literature and religion of the Hindus and specially to supply qualified Hindu Assistants to European Judges."

For details see H. Sharp ed., op. cit., part I, pp. 186-87.

three graded Inspectors of Schools differ widely from those required from our graded Professors. For the Inspector it is sufficient if his acquirements are those ordinarily possessed by English gentlemen who have graduated at their Colleges; and that they have had the experience of school management, which is a necessary preliminary to the efficient performance of an Inspector's duties. But for the Professor we require the one preliminary qualification that he shall be a master of his subject, and he may be then safely set to teach it. Any interchange therefore between the two branches of this Department should be avoided, and regarded as merely a makeshift due to imperfect organisation. On this point the Education Commission lay stress in section 369<sup>1</sup> of their Report."

And again as to the duties of the present highly paid Inspectors, which consist in the inspection of elementary schools:

"But the Inspector has, under the existing arrangement, to inspect the vernacular schools for the people which are managed by the District Boards,<sup>2</sup> and for this work no such high qualifications are necessary. Even if we can afford to employ the expensive officials above described of this work, it is a waste of force to set a Cambridge graduate to pass the cold season in marching through the Province to examine children in elementary subjects in the vernacular, and to determine innumerable questions as to the efficiency or inefficiency of village schoolmasters. We can under proper methods get this work done with equal and even greater efficiency by employing a cheaper agency. This is a point regarding which my recent tour through the Province has left no doubt in my mind."

Mr. Boutflower,<sup>3</sup> Professor of Mathematics in the Muir Central College, gives the following evidence regarding the present system of appointing Professors: "I think, instead of having graded Professors, the experiment might be tried of Government offering Professorships to really good men for, say, five years, at the end of which period the engagement might be renewed. From my experience of University life, a man is at his best as a teaching Professor between the ages 27 and 40." And Mr. White writes thus at length on the same question.<sup>4</sup>

Messrs, Gough<sup>5</sup> and Boutflower consider that the present pension rules

<sup>1</sup>For Section 369, see Document no. 1.

<sup>2</sup>For the vernacular schools managed by the District Boards see *General Report, Public Instruction, North-Western Provinces and Oudh, 1887-88*.

<sup>3</sup>Mr. W.N. Boutflower entered the educational service of the N.W. Provinces as Professor of Mathematics at Agra College in 1869. Later in 1874 he joined Muir Central College, was twice Inspector of Schools. For some time he was also Fellow of Allahabad University and officiated as Director of Public Instruction in the Province.

<sup>4</sup>Not included. For the text see Enclosure II in Document no. 14.

<sup>5</sup>Mr. A.E. Gough joined the Benaras College as Anglo-Sanskrit Professor in 1868. Thereafter he taught History and Philosophy in Muir Central College and in Hooghly and Calcutta Presidency College. He also served as the Principal of the Calcutta Madrasa as well as of Muir Central College. He is the author of *Papers Relating to the Correlation and Preservation of the Records of Ancient Sanskrit Literature in India*.

bear hardly on the officers of the Department owing to the fluctuations in the value of the rupee. The former also recommends that officers of the Education Department be placed on the same footing as those of the Public Works Department in regard to pensions.

Of the 83 remaining appointments with salaries of Rs. 100 and upwards, only one is held by a European not domiciled in India, one by a European so domiciled, eight by Eurasians, fifty-nine by Hindus, twelve by Mahomedans, and two by Native Christians. A Hindu also holds temporarily graded appointment vacant by the absence of the permanent incumbent.

The larger employment of Natives of India is practically thus possible only in the nine graded appointments to which the scale will probably be reduced, viz., two Principalships of Colleges, four Professorships, and three Inspectorships. The Departmental list of the North-Western Provinces and Oudh shows that nine Natives of India are employed as Professors and Inspectors or Assistant Inspectors of Schools in non-graded appointments.

Principalships of Colleges are the only class of offices some of which are not held by Natives. Of these, there are only two.

*Employment of Natives in the graded appointments:* The following extract from a note with which Mr. White has favoured the Sub-Committee will give the views of that gentleman on this subject:

"In the above paragraph I have endeavoured to show the qualifications required for the nine graded offices in this Department which are ordinarily held by Europeans, and have assumed that they are so held. But they are not, in my opinion, appointments with regard to which *race* distinctions are of importance. For the Professorships we require men trained in the best culture of Europe; but whether these are Natives of these Provinces, Europeans or Eurasians, is not important provided the necessary qualifications are present. Similarly in the case of the Schoolmasters from among whom I would select the three superior Inspectors. For the Educational work in question, we require men of European *training and education*; and if Natives of these Provinces would go through this training, they would be well fitted for the work to be performed. At present, however, this is not the case; and until more Natives of these Provinces can be induced to proceed to England for their education, or the standard of training and teaching in our schools and colleges becomes equivalent to that of Europe, they will not be forthcoming. The proper method of rendering them suitable is to maintain a high standard of English education in our schools and colleges, when Natives of these Provinces, with the requisite educational qualifications, may perhaps be produced. In the present stage of education in these provinces, it would be a serious blow to progress to substitute Natives for Europeans in the offices of the three Senior Inspectorships and the graded Professorships in the Colleges."

The evidence of Mr. Gough, Principal of the Muir Central College,

Allahabad, is as follows: "In the Colleges, or at least in the Central Colleges, there is no room for the further employment of Natives amongst the graded Professors, if it is supposed to be the business of these Professors to fit a certain number of Natives for employment in the public service. They are best so fitted by anglicising them as much as possible, to do which you must employ Englishmen. There is one class of Natives I would except from this remark, viz., Statutory Natives, domiciled Europeans and Eurasians, who have been educated in England, especially at Oxford and Cambridge. I think that if you intend to employ, as I understand you do, a larger number of Natives in the various departments of the Administration, it is necessary they should be brought under English influences, and by being educated under English Professors at English Colleges, they will acquire to a certain extent English habits of thought. I think Colleges like the Muir and Presidency College should be raised to the status of teaching Universities, and the minor Colleges might in course of time disappear. So long, however, as they remain, I think it essential that they should have an English Principal and Professor of English Literature. I am not qualified to speak of Inspectors. I think Natives make excellent masters for Schools teaching up to the Entrance examination. I do not think it necessary that the Headmasters of High Schools should be Europeans, but it is desirable because Europeans possess greater force of character and constructive power. It will not be easy to get good men from the English Universities for this Department unless the conditions of service are improved by reducing the length of service for pension. As to pension, the service ought to be placed on the same footing as the Public Works Department under the more favourable rules, and pensions should be paid in sterling. I do not think any subject can be taught with advantage by Natives, except possibly for the purpose of passing the University examinations; but the educational value of such instruction would be absolutely *nil*—a remark which applies to Bengal as well as to this Province. One of the principal functions of an Indian University is to test the efficiency of the colleges and schools affiliated to it. I do not think that examinations in any country, perhaps in India least of all, are any test of moral and intellectual culture. I do not say the test is *altogether* fallacious. I consider that in many of our Indian colleges very little can be done for the moral training of students. I think Native Professors are competent to teach up to the B.A. pass, but not to the B.A. Honours. I think it desirable, in the interests of education in India, that we should, if possible, reduce the number of the English Professorial staff in the Department, and improve its efficiency by offering more favourable conditions of service. I do not think it likely we shall secure in the future such good men as we have done in the past unless the conditions of the service are improved. I think it desirable to have a Central College in each Presidency officered by Professors of the highest efficiency for other

schools and colleges to look to as a standard and a model. At present, to a considerable extent, the governing bodies of Universities are engaged in tuition and interested in keeping the standard of education low." Mr. Boutflower says:

"I was posted to my present appointment in 1874. I belong to the graded service. I joined that Service at Agra in 1869 as Professor of Mathematics. I am a graduate of Cambridge and incharge of the Mathematical Lectures at Muir College, and I have conducted departmental examinations in Mathematics here. I have also examined for the Calcutta, B.A. in Mathematics. I think it is very desirable to have European Professors of Mathematics. The great value of Mathematics as a training is the mental effort which is necessary for solving problems. Native students do not seem to realise this; and I think a Native Professor would be more likely to yield to that tendency. Natives will not try to work out problems; that is especially the fault of Bengalis. The experiment of a Native Mathematical Professor in the Muir College has been tried, with results which were hardly satisfactory. Until the Education Department offers greater advantages to Natives, it cannot be expected that they will think it worth their while to aim at excellence in this branch of knowledge. My general impression of the Mathematical work I have seen in the Benares College is that it is not good."

The evidence of Pandit Aditya Ram Bhattacharjea,<sup>1</sup> Professor of Sanskrit, Muir Central College, is given at length:

"My grandfather was a Bengali. I have belonged to the Education Department since 1872; have been Professor of Sanskrit in the Muir Central College, Officiating Professor of Sanskrit in the Benares College, and Professor of History in the Muir College. I have had no opportunity of judging of the relative efficiency of the instruction given by Native and European Professors in English, Mathematics, Natural Science, and Philosophy, except in my own case. I have taught English Literature and History in the first and third year classes with successful average results. The result of my teaching was not superior to that of the English Professors who proceed me. I had taught Sanskrit in the College some four years before I was appointed Professor in English subjects. I think I should have taught English subjects with better results if my opportunity for learning them had been better. I graduated in 1869 as an M.A. in Sanskrit and B.A. in general subjects; I also obtained the gold medal for proficiency in English Literature. I know that the instruction in Science at the Benares College has hitherto been in the hands of Natives, with what result I cannot

<sup>1</sup>An M.A. in Sanskrit, Pandit Bhattacharjea worked as Professor of Sanskrit, Muir Central College; was Officiating Professor of Sanskrit in the Benares College; and later Professor of History in Muir Central College; was nominated Fellow of the Allahabad University in 1887. He started the weekly *Indian Union*.

say. No chance is given to Natives of becoming Professors of Philosophy. I believe that a distinguished Cambridge Wrangler would be preferred by Native students to a graduate of the Calcutta University as Professor in Mathematics; but I believe men who have taken first class honours in Mathematics at the Calcutta University are superior to the average graduates of the English Universities in Mathematics. I believe the inspection of schools, including Zillah and High Schools, can be better performed by 1st class Native graduates than by Europeans. Their local knowledge is much greater. I think it a waste of talent to employ distinguished European graduates as Inspectors of Schools; but a Native Inspector of Schools should always be a 1st class graduate. I think Masterships of Schools should be given to distinguished Native graduates. You can get 1st class graduate for this salary, and he has the advantage of being a Native. We have schools in this city which are managed by private enterprise. One is an endowed school, and the other a proprietary school maintained by subscriptions. They teach up to the Middle School standard. My reason for desiring that Natives should have the Headmasterships of Zillah Schools is the success which they have achieved in the past. I think if the higher appointments in the Department were open to Natives, they would be found more willing to stay in the Department and qualify for those appointments. I agree in the opinion that Government ought to import men of the very highest talent to teach in one Central College; but, unless higher inducements are offered in the way of pay and pension the best Natives will not join the Department."

The evidence of Babu Madan Mohan Malaviya, B.A.,<sup>1</sup> Third Master, Government High School, Allahabad, is also given at length:

"In the Chief College of the Province, in the College Department, I would have European Professors, even if we had to pay higher for them. In appointing Natives to Professorships, they should be selected rather for their general qualifications than according to the results of an examination. I am a B.A. in the second division. In choosing men for the higher branches of the Department, fitness only should be looked to, and no regard paid to race considerations. My experience is that Native graduates can be found capable of teaching English subjects as well as others. I think they can be found competent to teach Natural Science. I consider from my limited

<sup>1</sup>Soon after his graduation (1884) from Calcutta University, Babu Malaviya, educationist, social reformer and nationalist made his public appearance when he delivered a maiden speech at the second Congress Session held in Calcutta (1886). He became a High Court Vakil in 1893 but virtually withdrew from the legal profession in 1909. He was President of the Indian National Congress in 1909, 1918, 1932 and 1933; Member of the Imperial Legislative Council, and Indian Legislative Assembly from 1924 to April 1930; was twice President of the Hindu Mahasabha; and edited *Indian Union*, the *Hindustan Times*, *Leader*, *Abhyudaya Maryada*. His greatest achievement, perhaps, was the establishment of Benares Hindu University in 1916 of which he was Vice-Chancellor from 1919 to 1938.

experience that Natives make the best Inspectors of Schools. They have a better knowledge in the Vernacular for one thing; another thing is that I think first class Europeans are thrown away on Inspectorships. I consider a Native to be quite competent to inspect European Schools teaching up to the Entrance Standard. In inspecting and examining schools less attention is paid to composition and translation than to analysis, grammar and parsing. I think Natives are quite competent to examine in English composition. The Masters of Schools should generally be Natives of higher education and ability, for the same reason that I think the Inspectors should be Natives; but I would not exclude anybody from these appointments. I think the junior grade of Headmasters in the Department is not sufficiently well paid to induce the men to stay in the Service."

Mr. Dodd,<sup>1</sup> Inspector of Schools, thinks that Natives could do the work of Inspectors of Schools, but has observed an inferiority in the Schools which had been under a Native Inspector. These latter officers are, he thinks, wanting in bodily activity, energy, and personal supervision. He also considers that as Professors Natives are undoubted failures; they fail in original and experimental work and teaching capacity, and even in Mathematics their teaching is inferior to that of Europeans.

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, pp. 41-45.*

## DOCUMENT No. 14

*The Chief Secretary to the Government of the North-Western Provinces and Oudh forwards to the Public Service Commission, a memorandum and a note prepared by the Director of Public Instruction of that Government containing all the relevant information regarding the Education Department.*

No. 1772/11-592-170

Dated 9th April 1887

*From:* J. Woodburn,<sup>2</sup> Esq., Chief Secretary to the Government of the North-Western Provinces and Oudh

*To:* The Secretary, Public Service Commission, Allahabad

<sup>1</sup>Charles Dodd joined the Education Department as officiating Professor at Agra College in 1868. He was Headmaster of Bareilly College School in 1869, Professor of English Literature at Agra and Benares College, and Inspector of Schools since September 1884.

<sup>2</sup>Sir Woodburn served in the N.W.P. and Oudh in minor appointments until he became first Revenue and afterwards Chief Secretary to the Local Government in 1888; was a Member of the Governor-General's Legislative Council (1891-93); Chief Commissioner of the Central Provinces (1893-95); member of the Supreme Council (1895-97); Lieutenant Governor of Bengal from 1898 to 1902.

In reply to your Circular no. 270s, dated 30th March, asking to be furnished with certain particulars regarding the Education Department in these Provinces, I am directed to forward, for the information of the Commission, a memorandum prepared by the Director of Public Instruction, which replies sufficiently to the points specified.

2. I am also to furnish a note which was prepared by the Director in July 1886 on the re-organisation of Inspectors' circles and the Graded Service of the Education Department, and to say that the Lieutenant-Governor<sup>1</sup> agrees generally with the principles of that note, especially in regard to the re-arranging of the inspecting staff, so as to introduce a different class of Inspectors, usually Natives, for elementary schools. On the other hand, the Lieutenant-Governor cannot unreservedly adopt Mr. White's view that English Schoolmasters are essential for the efficient management of the principal High Schools.

3. A list of the non-graded officers of the Department is also sent.<sup>2</sup>

### ENCLOSURE I

*The memorandum of the Director of Public Instruction, North-Western Provinces to the Public Service Commission, regarding the procedures of admission to promotion, pay, pension and furlough rules as well as the technical requirements of the Education Department and pointing out that English Schoolmasters are essential in certain cases.*

#### **Memorandum by the Director of Public Instruction, North-Western Provinces**

1. *Admission and Promotion:* (a) The appointments in the graded service are filled up by the Secretary of State. The officers take rank and receive promotion in order of seniority, the pay being personal and irrespective of the office held for the time being.

(b) As regards appointment to the non-graded posts, these posts are of two kinds—gazetted and non-gazetted.

The gazetted officers are nominated by the Director of Public Instruction, and appointed by the Local Government.

The non-gazetted officers are appointed by the Director of Public Instruction. These appointments are made with reference to, firstly, seniority; secondly, good service; and thirdly Calcutta University or

<sup>1</sup>Sir A.C. Lyall. He was Lt. Governor of the North-Western Provinces and Oudh from 1882 to 1887.

<sup>2</sup>See Annexure to Enclosure II in Document no. 14.

departmental examination certificates or such other certificates. Promotions are given on the same principle. But the appointments to Middle or Lower Vernacular Schools are made by District Board under the Local Self-Government system.

**2. Pay, Pension, and Furlough:** The graded officers are of four grades, and their pay has been fixed by the Secretary of State as follows:

1st grade	Rs. 1,250-1,500
2nd grade	1,000-1,250
3rd grade	750-1,000
4th grade	500-750

The pay of non-graded officers ranges from Rs. 10 to Rs. 500. A copy of the Departmental list of the non-graded appointments is sent herewith. All these officers, both graded and non-graded, are allowed pension and furlough according to the Codes of the Financial Department (Civil Pension Code and Civil Leave Code). But the graded officers are entitled to the more favourable leave rules.

**3. Technical Requirements:** For the Professorships in Colleges, distinguished graduates of European Universities are required. The subjects to be dealt with are those prescribed by the Calcutta University.

For the graded Inspectorships of Schools, an education in a European University, experience in school teaching and management are needed.

For the Headmasterships of Schools, a University Education is required as a preliminary to practical knowledge of teaching and school management.

**4. Comparative Capacity of the Several Classes:** Men of all races and creeds in these Provinces are candidate for employment. With regard to their comparative efficiency, this depends so much more on the individual characteristics than on the class or creed that I can hardly compare them *en masse*; we have good and bad officers of all classes. For managing and teaching schools on English methods and for instruction in English I prefer Englishmen, and consider that for the really efficient management of the principal Government High Schools we ought to have a good English Schoolmaster at the head of each.

## ENCLOSURE II

*The departmental member of the Sub-Committee (Education) Public Service Commission from North-Western Provinces and Oudh proposes for the re-organisation of the Inspectors' circles and of the graded service of the Education Department; furnishes a list of non-graded officers and points out the technical requirements of all the posts.*

**Note by the Director of Public Instruction,  
North-Western Provinces and Oudh, 12th July 1887**

Considerable changes in the *personal* of the graded service of this Department may be expected to occur before long owing to the retirement<sup>1</sup> of some of the senior officers and the furlough which will probably be taken by others. Before any decision is come to for filling up the vacancies, it is, I think, advisable to reconsider the duties to be performed by the higher officers of this Department, and the kind of staff required to perform them.

2. As the present note will deal mainly with the changes to be made in the graded appointments, it will be convenient to give briefly the origin and constitution of this Service.

3. In the year 1868, some officers of the Education Department of those Provinces applied to the Director of Public Instruction to be placed on the same footing as that held by the members of the same Service in Bengal under Resolution of the Government of India, no. 1212, Financial Department, dated 13th July 1865.<sup>2</sup> By this Resolution the appointments under the Bengal Government had been arranged in four classes, and a progressive salary attached to each. The class or grades were as follows:

1st grade	Rs. 1,250-1,500
2nd grade	1,000-1,250
3rd grade	750-1,000
4th grade	500-750

The appointments placed in each of the four grades were specified, and to each was attached a minimum and a maximum salary which was to be reached in three to four years.<sup>3</sup> Under this Resolution an officer might have been appointed immediately to the minimum salary of an appointment on *any grade*, for the salary was attached to the particular office which he held.

4. The applications of the officers of this Department to be constituted into such a graded service were forwarded to the Government of India under letter no. 1812 A of the 24th October 1868<sup>4</sup> from this Government, and sanction of the Government of India was given in Resolution no. 984 of the Financial Department, dated the 1st June 1869.<sup>5</sup> The graded service of this

<sup>1</sup>According to the published statement of the services of Gazetted Officers, the following members of the graded services were to attain the age of 55 on the dates mentioned:

E.T. Constable in September 1891, R.A. Lloyd in November 1887, J.C. Nesfield in August 1891, K. Deighton in February 1890, C. Dodd in March 1888 and A. Thomson in December 1891.

<sup>2</sup>For the text of the Resolution see *Home-Education, A Proceedings*, July 1865, no. 28, and also J.P. Naik and S.C. Ghosh eds., op. cit., Document no. 14, pp. 59-63.

<sup>3</sup>Till this period the rising in salary was determined by Section 52 of the Pay and Acting Allowance Code, and was spread over five years.

<sup>4</sup>For the text of the letter see *Home-Education, A Proceedings*, 7 November 1868, no. 8; and also J.P. Naik and S.C. Ghosh eds., op. cit., Document no. 34, p. 135.

<sup>5</sup>For the text of the Resolution see *Home-Education, A Proceedings*, 3 July 1869, no. 6; and also J.P. Naik and S.C. Ghosh eds., op. cit., Document no. 38, pp. 158-60.

Province was thereby constituted on the same lines as that of Bengal.

5. In the year 1872 the establishment of the Muir College rendered it necessary to reconsider the appointments which were classed as graded, and in his letter no. 3B of the 23rd May 1872 to the Secretary to the Government of the North-Western Provinces Mr. Kempson,<sup>1</sup> Director of Public Instruction, submitted proposals which were adopted by the local government and forwarded to the Government of India under cover of letter no. 50 A of the 15th August 1872<sup>2</sup> to the Secretary to the Government of India (Home Department). But in this letter the Local Government made a suggestion which radically changed the constitution of the Service viz., that the allotment of appointments in each grade should be left to the discretion of the Local Government, provided the number of appointments in each grade were not exceeded.

6. This reference was disposed of by the Government of India Resolution no. 132 of the 28th March 1873.<sup>3</sup> Fifteen appointments distributed among the four grades were sanctioned, and it was to "rest with the Local Government to allot the places in the different classes (grades), according to its own discretion, among the Professors, Principals, and Inspectors, who are holders of appointments which have been admitted to the classified list under sanction of the Government of India, on a distinct understanding that no new post shall be admitted into the classified list without the sanction of the Government of India, and the aggregate number of appointments in that list shall be made up of the number of Inspectors, Principals, and Professors severally, which have been sanctioned by the Government of India. It will also be a condition that, without the special sanction of the Government of India or the Secretary of State, no person shall be admitted to the graded list, whatever appointment he may hold, who has not entered in the lowest class."

7. The pay of an officer in the graded service thus ceased to depend upon the specific office he held, and became dependent on his position by seniority in the graded list; it ceased to be attached to the office, and became attached to the officer.

8. In 1877 a reduction of expenditure in this Department became necessary owing to financial pressure, and the graded list again came under revision, and the case was, after much discussion, finally summed up in Despatch no. 10 of 31st October 1878 from the Government of India to the

<sup>1</sup>Mathews Kempson succeeded Henry Stewart Reid as Director of Public Instruction of the North-Western Provinces in February 1862. On the amalgamation of Oudh with the North-Western Province in 1877 he became Director of Public Instruction, North-Western Provinces and Oudh.

<sup>2</sup>This refers to the Collegiate Establishment contemplated by the Government of the North-Western Provinces. For the text of the letter see *Home-Education, A Proceedings*, September 1872, no. 37.

<sup>3</sup>See *Home-Education, A Proceedings*, March 1873, no. 39.

Secretary of State, and disposed of by the reply of the latter in his Despatch no. 17 of the 19th December 1878.

9. Finally, by the transfer of the Agra College<sup>1</sup> to local management, two government posts held by graded officers were abolished one in the 3rd grade and one in the 4th grade. But the condition of the graded service made it expedient to absorb *both* these posts from the fourth grade, and sanction to this was asked from the Government of India.<sup>2</sup> Sanction was given to this proposal in no. 146 of 4th May 1886<sup>3</sup> from the Secretary to the Government of India.

10. The case may be summed up as follows:

The constitution of the graded service as now existing is determined by the Resolution of the Government of India of 1872 and the Despatch of 1878,<sup>4</sup> and the number of appointments in each grade was fixed by the orders received. The following are the numbers of the appointments in each grade:

One in the 1st grade.	Rs. 1,250-1,500
Four in the 2nd grade	1,000-1,250
Three in the 3rd grade	750-1,000
Four in the 4th grade	500-750

These twelve graded appointments are distributed among the following officers:

Six Inspectors, viz., of Meerut, Agra, Rohilkhand, Allahabad, Benares, and Oudh.

Two Principals, viz., of the Government Colleges at Allahabad and Benares.

Four Professors, viz., the Professors of English, Mathematics, and Science at the Muir College, and the Professor of English at Benares College.

A gentleman on his first appointment to the graded service enters in the lowest grade on Rs. 500, and may hold any one of the twelve appointments above specified, by seniority in the graded list irrespectively of the office he may hold.

11. In a recent Despatch the Secretary of State pointed out that no one can be admitted to the graded service without his sanction.<sup>5</sup> Ordinarily the appointments to the graded service would therefore be filled by the

<sup>1</sup>The College was founded in 1824 from the rents of certain lands held by Gungadhar Pandit. For details see Sharp ed., *Fisher's Memoirs*, p. 185. In 1882 the Government of India decided that the College should cease to be a state institution, and be transferred to a body of trustees. For details see *Home-Education, A Proceedings*, April 1883, nos. 46-55.

<sup>2</sup>In letter no. 886E/III-83-2 of 10 August 1885 from the Chief Secretary to Government of North-Western Provinces to the Government of India, Home Department. For the text of the letter see *Home-Education, A Proceedings*, January 1886, no. 3.

<sup>3</sup>See *Home-Education, A Proceedings*, May 1886, no. 7.

<sup>4</sup>J.P. Naik and S.C. Ghosh eds., op. cit., Document no. 120 and its enclosure, pp. 342-46.

<sup>5</sup>See *Supra*, p. 63, fn. 1.

Secretary of State, who would appoint a gentleman to one of the twelve offices above specified upon indent originating with the Local Government.

12. Before leaving this preliminary explanation, it may be well to note that the position and emoluments of the graded service were fixed with a view to attract distinguished Graduates of the English Universities into the Service. They are entitled to the same privileges of furlough as Covenanted Civilians under chapter V, Civil Leave Code, and officers of the 1st grade rank in the 3rd class of the Warrant of Precedence.

13. The question to which I would now request the attention of Government is, how far the staff as at present constituted is adapted to perform the duties required of it?

The general duties to be performed by our Inspectors of Schools can now be laid down definitely; they are:

- (a) to manage the Government Anglo-Vernacular Zillah Schools;
- (b) to inspect the Aided Schools of the same class as the Zillah Schools;
- (c) to inspect the Vernacular and Middle Primary Schools under the Local Boards, and manage the Vernacular Normal Schools, where the teachers for these schools are trained.

Thus each Inspector is concerned with two classes of Schools:

- (1) the High and Middle Schools, which give an education up to the University Entrance examination or the Middle examination held by this Department; and
- (2) the Vernacular Schools under the District Boards, with their subsidiary training schools.

14. The first group includes the secondary Anglo-Vernacular Schools, at which nearly the whole of our future higher Government officials will receive their education, and they are thus of importance as institutions for training our principal Native officials. These men form such important factors in the future of these Provinces, that the influences brought to bear upon them during the most impressionable years of life should be most carefully chosen.

15. We now require an educational qualification from all Government servants who hold any posts above the lowest, and for any of the Superior posts we give a definite preference to men who have a knowledge of English. The result is that we compel all youths who aim at Government service to attend the Anglo-Vernacular Schools, the aim of which is to pass their scholars through the Departmental or University examinations. The rules affecting the qualifications for law practitioners will soon have the same results. The Anglo-Vernacular Schools in which these classes are being educated are the Government and Aided Anglo-Vernacular Schools under the management or inspection of this Department.

16. The whole of the Professional class is being trained at these schools. But, further, the standard schools for the Professional classes are also the

schools which will be attended by the majority of the sons of the non-professional classes who attend Anglo-Vernacular Schools at all: the bankers, land owners, and others send their boys to these schools, which thus influence for good or evil the whole middle class.<sup>1</sup> The Schools for instruction in Arabic or Persian still exist; but, except as theological institutions, they are devoid of vitality, and appear now likely to sink more and more into the position of special schools, destined to occupy at best the position of religious seminaries, or theological faculties. Thus the school education of the middle class, professional and otherwise, if falling entirely into the hands of the Masters of the schools directly or indirectly under the Inspectors.

17. It becomes consequently a matter of urgent necessity to place the inspection of these schools under men whom we can trust to maintain a high standard of instruction, discipline, and moral tone. Since we have led the sons of the most intelligent of our people into these schools, it becomes a duty to provide for them such an education as will tend to raise not only their intellectual, but their moral character; and this can be done in the conditions under which we have to work most effectively if we obtain as Inspectors for these schools men of high education and character. The standards by which we must work are European standards. The education we are striving to give is one determined by European models, and the English element is becoming more and more predominant. The standards of scientific accuracy are European and not Oriental, and accordingly the men who are to maintain them should be, as a rule, gentlemen educated in the English Universities and thoroughly imbued with English culture. The high standard of pay and position given to the officers of the graded service is necessary to attract the class of men we require for this work.

18. But the Inspector has, under the existing arrangements, to inspect the Vernacular Schools for the people which are managed by the District Boards, and for this work no such high qualifications are necessary. Even if we can afford to employ the expensive officials above described in this work, it is waste of force to set a Cambridge graduate to pass the cold season in marching through the Province to examine children in elementary subjects in the Vernacular, and to determine innumerable questions as to the efficiency or inefficiency of village Schoolmasters. We can under proper methods get this work done with equal and even greater efficiency by employing a cheaper agency. This is a point regarding which my recent tour through the Province has left no doubt in my mind.

19. We thus require two classes of Inspectors, Graduates of European Universities, for our English schools, and an inferior class of Inspectors for

<sup>1</sup>Middle class was fast emerging towards the latter part of the 19th century. For details see B.T. McCully, *English Education and the Origins of Indian Nationalism*, pp. 184-88; Anil Seal, *Emergence of Indian Nationalism*, pp. 61-64; B.B. Misra, *Indian Middle Classes: Their Growth in Modern Times*.

our elementary schools.

20. But though we find there are thus two distinct fields for the Inspecting Officers of this Department, it will not be expedient to separate them entirely, and to disconnect the administration of the Zillah Schools from that of the Vernacular Schools.

21. If the Vernacular Schools are separated and made into a separate charge, it will become necessary for the Director to hold in his own hands a very considerable amount of supervision over appointments which could be much better performed by a highly paid Inspector, such as above described, possessing the intimate acquaintance with the teaching staff, such as can only be attained by personal contact. It is very necessary to have such officers to assist in the appointments to be made under the rules issued on the sixth of March relating to appointments under District Boards. In brief, it is necessary for the administration of this Department that the Director should have two or more Inspectors who could act as his *deputies* in the divisions of the Province under their charge. These officers must therefore have a general supervision over the whole work of the Department.

22. Secondly, unless the superior Inspector is given an administrative charge such as this, he will be wanting in the special kind of experience which is requisite to render him eligible for the chief office in the Department. Thirdly, it is advisable to maintain the influence of a high class Inspector over the Vernacular Normal Schools and the school staff generally in the Vernacular Schools, if this can be done with due regard to his own special duties. Fourthly, the men best fitted by preparatory training and with best claims to the office of Deputy Inspector of Schools are found among the Assistant Teachers of our Zillah Schools, and it is therefore expedient that the Inspector in charge of the Vernacular Schools should be in a position to learn from personal experience the qualifications of these men.

23. With reference to these considerations, therefore, I would propose that under each Inspector of the qualifications above described, there should be appointed an Assistant Inspector, whose chief duty it would be to inspect the Vernacular Schools, but who would be available occasionally for the examination of the inferior Anglo-Vernacular Schools. It will thus be the duty of the Inspector to manage the Zillah Schools and to inspect the Aided Schools of the same class, and to exercise a general supervision over the work of the Assistant Inspector, which would, of course, extend to the examination of sufficient Vernacular Schools to enable him to test the character of the work of his Assistant.

24. The practical question now arises regarding the number of Inspectors and Assistant Inspectors we require for the work of this Department as at present existing.

25. Our Inspecting staff now consists of an Inspector in charge of each of the seven revenue divisions of the North-Western Provinces, and an



Inspector with one Assistant for Oudh. Of the eight Inspectors, six are (or may be) graded officers, and two, those of Jhansi and Kumaun, are appointments with a maximum salary of only Rs. 250 a month. The Assistant Inspector of Schools in Oudh is a non-graded officer drawing Rs. 500 a month. The Inspector of the Meerut Division is in charge of the inspection of the European schools of the Province, and is aided in his own circle by an Assistant Inspector who draws Rs. 250 a month. We thus have an inspecting staff of six graded Inspectors on high salaries, and four officers of the status of Assistant Inspectors. It will be found, I think, that the work to be done by our Inspecting staff in the manner indicated above will be performed more economically and efficiently by a staff of three graded Inspectors with ten Assistants working under them.

26. The following statement of the number of schools of each class in the several divisions under Inspectors will give some idea of the relative amount of work to be done in each. Schools for girls are excluded:

27. Of the 43 English Secondary Schools under public management, 36 are Zillah Schools under the entire management of the Inspectors, the remaining seven schools being Municipal Schools, related to this Department as Aided Schools. The inspection of these Zillah Schools should occupy the Inspectors on an average not less than three days annually. The inspection of the Municipal and Aided Schools will require at the outside two days annually. Thus the inspection of the 36 Zillah Schools 144 days, or a total of 255 days. If the Province be divided between three Inspectors, this will give each an average of 84 days in the year to devote to the inspection of the Secondary English Schools, for which he is to be directly responsible. About two months in the cold weather and six weeks in the rains will suffice for each Inspector to complete the work. Thus each Inspector will have three to four months of the cold weather tour available for the local supervision of the work of the primary English and the Vernacular Schools, which I propose to place directly under the charge of the Assistant Inspector.

28. Any reduction in the number of the Inspectors below three would be incompatible with the supervision of the work of the Assistant Inspectors; and the above figures show that three should be able to do the work.

29. The most suitable grouping of the Province, with reference to geographical and other considerations, and the number of schools, appear to be that indicated in the above table. The *first circle* would be formed of the revenue divisions of Meerut, Agra, and Jhansi; the *second circle* of those of Kumaun, Rohilkhand, and Oudh; and the *third circle* of the Benares and Allahabad Divisions. Thus the Inspector of the first circle will have the management and inspection of 40 Secondary English Schools; the Inspector of the second circle of 36, and the Inspector of the third circle of 32.

30. Next, as to the number of the Assistant Inspectors. In the first circle

an Assistant must be allotted to each revenue division. A separate Assistant must be allotted to Kumaun from geographical and other considerations, and one will be required for Rohilkhand. The 1,200 Vernacular Schools in Oudh cannot be supervised by less than two Assistants, and the 1,689 Vernacular schools in the third circle will require three. If this distribution of the Assistant Inspectors is made, there will be in the first circle an average of 578 Vernacular Schools under an Assistant, in the second circle 514 and in the third 563. The inspection of the Primary English Schools will involve so little work that it may be left out of account.

31. We thus find that for the management and inspection of the schools with which the Education Department of these Provinces is concerned, a staff of three Inspectors and ten Assistant Inspectors is required. My proposal, therefore, involves an increase of the Inspecting staff belonging to this Department from ten officers to thirteen; but in place of six Inspectors, I propose to employ three only.

32. In connection with this proposal to increase the Inspecting staff, I would refer to section 368 of the Report of the Education Commission.<sup>1</sup> The Committee lays stress upon the systematic inspection of schools by trained Inspectors, and the need of maintaining a staff of Inspectors adequate to the increase in the number of the schools. The increase in the Inspecting staff is required in the higher branches and not in the subordinate District Staff. In anticipate little advantage from the addition to the number of inferior Inspecting Officers known as Sub-Deputy Inspectors, and consider that, under a proper system of superior inspection, the Deputy Inspector of each district can perform all the inspection required from subordinates in the North-Western Provinces as is done already in Oudh. In the one or two districts where the work is beyond the capacity of a single Deputy Inspector, I should prefer to divide the district into two independent charges, and place a separate Deputy Inspector in charge of each. When the scheme I now advocate comes into force, the Sub-Deputy Inspectors of Schools in the North-Western Provinces may be dispensed with.

33. The result of the above proposals as affecting the graded service is that three graded Inspectorships may be dispensed with for the present, and until such an increase occurs in the number of English schools as renders three officers insufficient for the inspection required.

\* \* \*

34. The remaining officers of the graded service consist of the two Principalships of the Muir and Benares College, and of the four Professorships

<sup>1</sup>For Paragraph 368 of the Report of Education Commission see Document no. 1. Paragraph 368 of the Report revealed that the inspecting staff in Bengal was constituted in a manner similar to that advocated by White.

attached to those Colleges. Whether or not the number of graded officers attached to our Colleges should not be increased cannot be discussed here. It is certain the number cannot be diminished without sacrificing the prestige and efficiency of the Government Colleges, which must be maintained, if at all, as standards for the guidance of the aided colleges of the Province. I will assume therefore here that the number of graded appointments connected with the Colleges is six.

35. The Principal performs in addition to his proper work that of a College Professor, and his duties may, indeed, be accurately described by saying that he has to administer the institution as well as to deliver lectures. Thus, in considering the qualifications required for these appointments, we may for our present purpose treat these six graded offices as College Professorships.

36. It will, I believe, be admitted that the time is passed when we can accept as a Professor in a Government College in these Provinces a gentleman who has no other qualification than that of having taken the usual degree. A College Professor here, as in Europe, should be a specialist, and should be appointed with reference to his special mastery of his subject. We require the Chairs in our Colleges to be filled by men who are devoted to the pursuit of a branch of knowledge, and who in importing instruction to their students do not forget that part of the duty of the Professor is to work for the advancement of knowledge. With reference to the future University of these Provinces, it is extremely important that this should be borne in mind in filling up the vacant Professorships.

37. It will be at once evident then that the qualifications required from our three graded Inspectors of Schools differ widely from those required from our graded Professors. For the Inspector it is sufficient if his acquirements are those ordinarily possessed by English gentlemen who have graduated at their Colleges, and that they have had the experience of school management, which is a necessary preliminary to the efficient performance of an Inspector's duties. But for the Professor we require the one preliminary qualification, that he shall be a master of his subject, and he may be then safely set to teach it. Any interchange, therefore, between the two branches of this Department should be avoided and regarded as merely a makeshift due to imperfect organisation. On this point the Education Commission lay stress in section 369<sup>1</sup> of their report.

38. We find then that our nine graded officers fall into two distinct groups: the three Inspectors of Schools and the six Professors at the Government Colleges. There are now two points to be referred to viz., the manner in which these appointments should be filled up, and the creation of a reserve.

<sup>1</sup>See Document no. 1.

39. The graded Inspector requires the professional qualifications of a Schoolmaster, that is, should have had experience in the actual management and discipline of schools before he should be made the manager of groups of Government Schools. He must also have a practical acquaintance with the Vernacular languages and of the school boys of this country. If we had in these Provinces a few High Schools in charge of Graduates of English Universities, these would form a good preparation for Inspectorships; and occasionally the sanction of the Government of India might be asked to the promotion of such Headmasters into the graded service. These officers would also furnish a reserve from which to draw when a graded Inspector goes on leave. At present we are almost entirely destitute of men whom we can substitute for graded Inspectors of Schools when they are absent from their posts. As opportunities occur, therefore, it will be advisable to ask the Government of India to place in charge of some of our principal High Schools men of this stamp. Much increase to the prestige and efficiency of these schools would result from this course.

40. Next, as to the Professorships. These would be held by men distinguished in the special branches of learning in which they are to lecture. I think increased efficiency would result where a system of appointment adopted different from that which now prevails. Competent specialists might, I believe, be found to accept these posts on a contract for a term of years, probably five, with the option at the end of that term to the Department or the Professor to conclude the engagement. Mr. S.A. Hill of the Muir College, was appointed on terms substantially equivalent to these. By this arrangement we can ensure the Professor working to the best of his ability during his period of contract; for if he wishes a permanent engagement in the graded service, he must earn a claim to it by zealous work; and if he proposed to leave the College at the end of his term, he must lay the foundation of a future reputation with a view to his subsequent career. The Department, on the other hand, will be protected against the introduction of untried men into its permanent establishment, and against liability of finding the leading Professorship held by men who, having lost all vital interest in their subjects, become mere teachers of what they themselves learnt at College.

Finally, the introduction periodically into our Colleges of young Professors fresh from the eager intellectual life of a European University would do much to keep us abreast of the age and give renewed energy to the Professoriate.

41. The new appointments to the Professoriate should therefore be made for a term of years, five probably will be the best period, on a fixed salary of Rs. 600. It would be also necessary to give an allowance of £ 60 for passage money. The Professor should be engaged as a specialist simply to lecture in his special subject, and not for general service in the Department:

he should be distinctly given to understand that he has no claim to any other appointment than that for which he is engaged. If at the end of his five years' contract he were re-engaged, he would be admitted to the graded service, beginning, however, on Rs. 600 instead of Rs. 500, and his previous 5 years' service would count towards his pension.

42. But in the above there is no provision for a reserve from which substitutes for Professors on furlough can be drawn. This difficulty can, I think, be best met by the creation of Assistant Professorships to be held by distinguished Graduates of the Indian Universities. The number of the students at the Colleges will soon render such assistance necessary. The establishment of such appointments would give a stimulus to local talent and to original research, and tend to create in the Colleges a society of men of learning such as that formed in the Colleges of Oxford and Cambridge in the associations of the Fellows. The pay of the Assistant Professors need not be fixed higher than Rs. 150 rising to Rs. 250. The practical working out of this point may, however, be left until some decision is arrived at regarding the proposed local University. The proposal is merely mentioned here to complete the subject.

43. The chief modification suggested in this note is the reduction of the number of graded Inspectors from six to three, and the employment of an increased number of Non-graded officers in their place.

In statement A will be found the details of the present establishment with which it is to be compared.

\* \* \*

50. Mr. Constable,<sup>1</sup> though nominally the Inspector of the Meerut Circle, is during eight months of the year entirely occupied in the inspection of the schools for Europeans aided under the new Grants-in-aid Code.<sup>2</sup> He is able to devote one month only, January, to touring within his own division and can consequently, do nothing more than inspect the Zillah and Principal Anglo-Vernacular Schools. The entire work connected with the Vernacular Schools is left to the Assistant Inspector. This arrangement is not satisfactory, and should not be allowed to continue.

51. If now he were required to make special local inquiries as to the state of education among the poor Eurasians in the chief towns of these Provinces, all of which he has to visit, and to see that adequate provision in every case made for their education, and every encouragement given to

<sup>1</sup>Mr. E.T. Constable was appointed Professor of Mathematics at Bareilly College in 1862. From 1870 he worked as Inspector of Schools and also officiated as Director of Public Instruction, N.W.P. and Oudh in 1883 and 1890.

<sup>2</sup>See Resolution of the Government of India, no. 4/145-55, dated 9 June 1885. *Home-Education, A Proceedings*, June 1885, no. 46.

them to send their children to school, he would have sufficient work to employ him for the whole year, except during the vacation months of May and June, when he would be mainly occupied in writing his annual report. At present, therefore, the work connected with this branch of the Department is sufficient to occupy the whole time of an Inspector; and in letter no. 196 (Home Department, Education), dated 17th May 1884, from the Secretary to the Government of India to the Bengal Government, it was proposed that a special Inspector should be employed.

52. On the other hand, the work thrown on the Divisional Inspectors will be at first very heavy, and they will hardly find time for the inspections under the Code. The elementary school system in the Vernacular Schools requires reorganisation on definite methods; and the Assistant Inspectors and Deputy Inspectors will require training to carry out the revised system. Much is required to be done in connection with the Normal Schools and the English Secondary Schools. Thus for the present the new work to be done both for the European and Native Schools requires that the inspection of the former should be carried on by a separate officer.

When both branches of the inspection are properly systematised, the European Schools, unless they increase much, may be placed under the Circle Inspectors, who may be eventually aided by paid Boards of Examiners.

53. In addition, therefore, to the three Circle Inspectors, we require an Inspector of European Schools to carry out adequately the additional work thrown upon the Department by the introduction of the Code.

\* \* \*

58. The proposals then which I have to submit for the consideration of Government may be summed up as follows:

- (1) The Inspectorships included in the sanctioned list of graded officers should be reduced from six to three.
- (2) The Province should be divided into three circles, each under the charge of an Inspector, who will act as the deputy of the Head of the Department.
- (3) These three graded Inspectors should ordinarily be Graduates of the English Universities.
- (4) The non-graded Assistant Inspectors should be appointed to act in subordination to the Inspectors. (The present non-graded Inspectors of the Jhansi and Kumaun divisions are included in these, as well as the present Assistant Inspectors of Meerut and Oudh).
- (5) When these proposals can be brought into full action by the recruitment of present graded officers, a saving of Rs. 825 a month will result (paragraph 45).

- (6) But *present* circumstances render it necessary to maintain a special graded Inspector for European Schools; and consequently there will be no savings, but an increased charge of Rs. 201 a month, which may be fairly debited to the cost of inspecting European Schools under the Code (paragraph 55).
- (7) The scheme may be introduced as soon as one of the graded Inspectors retires, e.g., when Mr. Lloyd can be superannuated in November 1887.
- (8) If this is done, and Mr. Constable<sup>1</sup> is maintained as Inspector of European Schools, the increased monthly charge will be Rs. 450 *at first*, which will be debitable to the cost of inspecting European Schools (paragraph 54).
- (9) When Mr. Dodd, Inspector of Schools, becomes liable to superannuation in March 1888, the Special Inspectorship of European Schools should be abolished unless special reasons are adduced for continuing it longer. A saving of expenditure will then at once begin (paragraph 56).

\* \* \*

- (10) It is expedient to create a reserve from which may be drawn men fitted to act for the graded Inspectors who go on leave. In order to secure this, the Government of India should be asked occasionally to sanction the appointment of Graduates of English Universities to the Headmasterships of some of our principal High Schools. This is also advisable in order to increase the prestige of these schools.

\* \* \*

- (11) Professors for Government Colleges should be appointed distinctly to the several *Chairs*, as they fall vacant, to lecture in their own special subjects, and none other. They should be informed that they have no claim to any other appointment in this Department.
- (12) These specialists should be engaged on a fixed salary of Rs. 600 a month for a term of 5 years, and after that period either party would be at liberty to put an end to the contract. If, however, it is decided to retain the Professors' services, they will be admitted to the graded service on the occurrence of a vacancy, joining however, on Rs. 600 instead of only Rs. 500.
- (15) The Principals of the Government Colleges will ordinarily be selected from among the Professors, but not necessarily so.
- (16) To furnish a reserve and for other reasons, it will be expedient to appoint under each Professor an Assistant Professor, who will qualify

<sup>1</sup>On Rs. 1,500 a month.

in the special subject of the Chair to supply the place of the Professor. It is not at present proposed to appoint those officers, and their appointment will, of course, involve extra expenditure.

\* \* \*

- (17) Under the above scheme as affecting the graded service this will consist eventually of nine appointments—one of the 1st grade, two of the 2nd grade, and three in each of the lower grades. These appointments will be distributed by seniority (with the provision of approved service) among the three Inspectors and Professors and Principals.

Allahabad  
the 12th July 1886

C.E. WHITE  
Director of Public Instruction  
North-Western Provinces and Oudh

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, pp. 46-53.*

## ANNEXURE TO ENCLOSURE II.

### Tabular Statement showing the Existing Organisation and Constitution of the Education Department of the North-Western Provinces and Oudh

#### STATEMENT A

Present Graded Service with the Instructing Staff as it will be constituted under  
letter no. 8869/III-83-2, dated August 10, 1885, from the Chief Secretary to the Government of  
North-Western Provinces to the Government of India

Grade	Number of appoint- ments	Salary	Expenditure		Remarks
			Minimum	Maximum	
1st	1	Rs. 1,250-1,500	Rs. 1,250	Rs. 1,500	In this statement there is a transfer of one appointment from the 4th grade to the 3rd grade. In all other respects it is the same as that which has existed since the transfer of the Agra College to a committee, whereby two appointments in the Graded Service were absorbed.
2nd	4	1,000-1,200	4,000	5,000	
3rd	3	750-1,000	2,250	3,000	
4th	4	500-750	2,000	3,000	
	12	Total	9,500	12,500	
		Three non-graded Inspectors, at Rs. 250	750	750	
		One on Rs. 500	500	500	
		Total Expenditure	10,750	13,750	

**STATEMENT B**  
**Graded Service and Inspecting Staff as it will be eventually under the present note**

Grade	Number of appointments	Salary	Expenditure		Remarks
			Minimum	Maximum	
1st	1	Rs. 1,250-1,500	Rs. 1,250	Rs. 1,500	This will finally come into force after the retirement of the senior Graded Officers.
2nd	2	1,000-1,250	2,000	2,500	
3rd	3	750-1,000	2,250	3,000	
4th	3	500-750	1,500	2,250	
	9	Total	7,000	9,250	
Non-graded Assistant Inspectors					
	1 on	Rs. 500-500	7,000	9,250	
	2 on	400-800			
	3 on	375-1,125			
	4 on	240-1,000	3,425	3,425	
	10				
	Total Expenditure		10,425	12,675	
	Difference		—325	—1,075	

**DOCUMENT No. 15**

*The Director of Public Instruction, North-Western Provinces and Oudh argues for a separate university in the Provinces; stresses that Professors should be specialists and should be recruited for a term of years with power of re-appointment, that the value of experienced teacher in schools should be duly recognised; and clarifies some points regarding the re-organisation of the Inspectors' Circle and the Graded Service.*

**Further note by the Departmental Member, Sub-Committee, Public Service Commission, 1886-87, North-Western Provinces and Oudh**

A copy of my Note of 12th July 1886 on the reorganisation of the Inspectors' circles and the graded service of the Education Department of these Provinces has been forwarded to the Sub-Committee of the Public Service Commission by the Local Government. As there are some points in that Note which require further development, and there are, moreover, some connected points upon which I desire to lay my views before the Committee, I would ask that the following Note be read in connection with my former Note.

2. The project to establish a local University in these Provinces<sup>1</sup> has

<sup>1</sup>E. White was one of the most enthusiastic persons behind the foundation of the Allahabad University in 1888. For details see J.P. Naik ed., *Development of University Education, 1860-87*, pp. 359-480.

## ANNEXURE TO ENCLOSURE II, DOCUMENT No. 14

Tabular Statement showing the Existing Organisation and Constitution of the Education Department in North-Western Provinces and Oudh

1	2	3	Number of Appointments in Each Class of Grade Now Held by						
Depart- ment	Total number of gazetted appointments or of appointments not being purely clerical of salaries of Rs. 100 and upwards	Distribution of the gazetted and other appointments men- tioned in column 2 amongst classes and grades, with rate of pay attached to each							
			1	2	3	4	Natives of India		
			Europeans not domi- ciled in India	Europeans domiciled in India	Eurasians	Hindus	Mahome- dans	Natives Christians	Total
Education Department North- Western Provinces and Oudh	A. Director	1 Pay Rs. 2,000	1	—	—	—	—	—	—
		Class I 1 on Rs. 1,250-1,500							
		Class II 4 on Rs. 1,000-1,250 (a)	1	1	—	1	—	—	1
		Class III 3 on Rs. 750-1,000							
		Class IV 4 on Rs. 500-750 (b)							
		4 on Rs. 400-75							
		2 on Rs. 250-375							
		2 on Rs. 350							
		3 on Rs. 300	1	1	7	18	1	—	2
		1 on Rs. 200-250							
		1 on Rs. 250							
		2 on Rs. 150-250							
43	C. Non-graded gazetted	9 on Rs. 200							
		4 on Rs. 150							
		2 on Rs. 125							
		30							

53	Non-graded non-gazetted	3 on Rs. 200				
		5 on Rs. 150				
	53	1 on Rs. 130				
		3 on Rs. 125				
		6 on Rs. 120				
		35 on Rs. 100				

- (a) One post is vacant, the Graded Officer being employed as Principal of an aided college is represented in the department by a non-graded native (Hindu).  
 (b) One of the 4th grade posts is held on two-thirds salary by a gentleman of pure European descent, who is a statutory native.

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, pp. 54-55.*

Allahabad Commission 1886-87,  
 12 April, 1887

C.E. WHITE, C.S.  
 Director of Public Instruction, North-Western Provinces and Oudh

(14) contd

rendered it especially important to secure suitable men for the Professorships in the Government Colleges, and especially in the Central Colleges at Allahabad,<sup>1</sup> where the University will be necessarily located. A body of specialists at the headquarters will inevitably increase the main influence in determining the courses of studies and the standards for degrees. No one who has not made his subject a special study can bring to the University Senate due authority for determining these special questions in his faculty, and hence we require, for the due guidance of the University, to fill the Chairs of the Allahabad College at least with men each distinguished in the particular subject in which he is to lecture.

3. But, apart from this special reason connected with our severance from the Calcutta University, the time has obviously passed when any Oxford or Cambridge Graduate can be accepted as competent to lecture indifferently on English, Philosophy, Mathematics, or History. Each Professor should be now appointed with reference to the special ability he has shown in the subject of his Chair which may be assumed to be the subject of his predilection. If we are to aim at making our University a seat of learning, no other course is admissible, for no other class of Professors is adapted to form a centre around which the studious youth of the country may be expected to gather preparatory to themselves developing into men of science fitted to aid in the advancement of Western knowledge and its dissemination among their countrymen. Adequately to fill the Chair of Philosophy, History, Science, and Mathematics, we require then no less than does a European, Universitymen who have mastered these subjects, and who, while devoting a portion of their time to lecturing to students, may be expected to work independently for the advancement of knowledge. Even the Chair of the English Language and Literature requires to be filled by a specialist, if the subject is to be treated in a manner worthy of a University and the present advanced state of this branch of study.

4. It is obvious that we cannot expect to attract to the Chair of an Indian College such distinguished men as those who adorn the Universities of Europe, but I believe that men of distinguished ability in their special subjects might be attracted by the emoluments we can offer. I would suggest terms substantially as follows: A Professor should be engaged to lecture in his own subject, and for no other duty, during a term of 5 years. The initial salary of the Professorship should not be less than Rs. 600 a month, but an allowance of £ 60 should be made for passage money. If at the end of the 5 years' contract his engagement, were renewed, he would be

<sup>1</sup>According to Mr. White "We have apparently no alternative but to accept Allahabad as the seat of such a university, and Allahabad is hardly a suitable place for it. It will be very difficult to ignore the claims of the Colleges at Lucknow, Agra, Aligarh, and Benares, for all these would be extinguished by such a proceedings.... We must recognise our existing Colleges and endeavour to incorporate them into one teaching university." For details see *ibid.*, p. 429.

admitted to the graded service<sup>1</sup> when a vacancy occurred, beginning, however, on Rs. 600 instead of Rs. 500, and his previous 5 years' service would count for pension. He would then take his promotion by seniority up to the highest grade of Rs. 1,500 without reference to the particular appointment he held. His engagement would be, *not* for service in the Education Department *generally*, but simply to lecture in his own subject, and he should understand distinctly that he has no claim to any other appointment than that for which he is engaged.

5. Such a terminable engagement would ensure us against the danger of burdening the Department with men unfitted for service in India, and for the work we require. The Professor, if he wished to renew his engagement at the end of the period, would have to earn a claim to do so by zealous work; and if, on the other hand, he regarded the engagement as merely temporary, he would naturally be desirous of laying the foundation for a subsequent career as a man of Science by acquiring a reputation while lecturing at an Indian College.

6. From what I have been able to ascertain regarding the rising young men of Science in England, I have little doubt that references to the Principals of Colleges there would speedily bring forward candidates suitable for the posts we have to offer. The recent appointment of a Professor of Philosophy to the Lahore University on terms nearly resembling those now proposed confirms me in this belief, as does the experience of the aided Colleges of these Provinces.

7. The next appointment to be considered is that of Principals. The Principals of the two Government Colleges<sup>2</sup> are required to lecture on their own special subjects as well as to administer the Colleges, and they will, especially the Principal of the Central College, be required to take a leading part in the Senate of the new University. The Principal of the Central College will become the Chief representative of University education in these Provinces, and should therefore be a man whose learning and character will command respect throughout the Province, in addition to being an efficient administrator of its largest College. But the number of the Professors here from among whom the selection could be made is so small that it will frequently happen that not one of them is fitted for the appointment, and on the occurrence of a vacancy we shall have to look elsewhere for a successor to the post. Now the Professors, if appointed in the terms above suggested, will have no claim to the office, and their salary if they are permanently engaged, will depend on their standing in the graded list, and not on the appointment they hold. It will therefore be both expedient and possible to declare definitely that the Principalship of a

<sup>1</sup>On the supposition that this was continued in any form; otherwise increased emoluments in another form would be required to retain good men.

<sup>2</sup>These two colleges were: the Central College at Allahabad and the Benares College.

Government College will be filled up as the Local Government may think fit, though naturally, if one of the Professors in these Provinces had shown the special ability required, he might be selected for the post;<sup>1</sup> but the choice should not be limited either to the College, the Educational Officers; or to India. But an endeavour should be made to attract a distinguished man from the Colleges of Europe to fill the post. In short, the office should be filled up in a manner similar to that adopted in filling up of the office of Chief Justice, to which no local Puisne Judge<sup>2</sup> is regarded as having a claim. The introduction of a man fresh from the eager, intellectual life of a European University would give fresh vitality to our local institutions.

8. But since there are many onerous duties attached to the office of Principal, and the emoluments must be sufficient to attract a higher class of men, a special allowance of at least Rs. 400 a month should be attached to the post. The Principal might then be appointed to the Rs. 600 pay of the graded service, if he were not already in that service, and his maximum pay would thus amount to Rs. 1,900.

9. In the above I have referred chiefly to the offices connected with the Government Central College at Allahabad, but the same principles would apply to the two graded appointments at the Benares College. In the case, however, of the Principalship of this institution, an addition of Rs. 150 a month to the pay of the Professor appointed as Principal would suffice.

10. The above considerations deal with *six* of the *twelve* graded appointments sanctioned for these Provinces (see Section I of my Note above referred to).<sup>3</sup>

The remaining six appointments have hitherto been held by Inspectors of Schools. But in Section II of the Note,<sup>4</sup> I have shown that these may be eventually reduced to *three*, as the work connected with the Vernacular Schools may be performed by non-graded Assistant Inspectors. There remain, therefore, only three appointments to be dealt with.

11. Now for these three Inspectors, one necessary condition of their efficiency is that they shall have had experience in School management. Bearing in mind that it is expedient to extend *secondary* education through Aided Schools, and eventually to transfer Government Schools of this class to local bodies, I still think it will be found very detrimental to the interests of higher education in *these Provinces* for the Department to withdraw from the management of several of the leading High Schools. The general management of these institutions must then remain with the Inspectors. It is, moreover, to the Inspector that managers of Aided Schools, and especially

<sup>1</sup>No one would propose to restrict the choice of a Headmastership for Harrow School to the Assistant Masters there.

<sup>2</sup>Applied to inferior or junior judge in the Supreme Court of Common Law.

<sup>3</sup>See Enclosure II in Document no. 14.

<sup>4</sup>*Ibid.*

Native School Committees, must look for advice and guidance. Thus the Inspector cannot dispense with such experience as can be acquired effectually only in the actual management of a school; he must have worked as a Headmaster himself. Questions of school discipline, courses of study, methods of instruction, school hours, boarding house management and C., can be disposed of properly one by one who has made the theory and art of teaching boys a special study, aided by experience. But we have to deal with Native boys, and we require therefore our Inspector to have gained experience in the management of Native boys. Further, an important part of the duties of the Inspector is the supervision of the Normal Schools for elementary teachers in his circle, and this supervision can be exercised adequately only by a man who has the qualifications above specified. The office of Inspector then should be held by one who has been trained in the art of teaching, and who has acted some years as Headmaster of one of the Government High Schools of the Province.

12. A few words are perhaps required to explain the position of these schools. A knowledge of English has become indispensable to every Native gentleman who aspires to the higher departments of Government Service and to a University education. The certificate of having passed the middle examination is the lowest educational qualification required from candidates for employment as clerks. Now the Anglo-Vernacular Schools, Government and aided, are the only institutions in these Provinces where the necessary English education can be procured. Hence the boys of the whole professional class attend these schools, and they are the institution which an ordinary landholder or merchant must select for his son, if the boy is to receive the now popular English education. The rising generation of professional men is passing through these schools, and the education they receive must become an important factor in the future of these Provinces.

13. Now, looking to the undeveloped condition of secondary education in these Provinces, to the improvements required in method, discipline, the tuition, and that these must be introduced through skilled officers of the Department, it appears to me that some at least of these schools should be placed under Headmasters of a high class, in order that a standard of method and discipline and tuition may be maintained up to which the Aided Schools and inferior Government Schools should be gradually raised. This end can, I think, be most effectively attained by the appointment to the Headmasterships of Government Schools of the men who will eventually take the posts of Inspectors of Schools. If we had eight or nine Government High Schools in the charge of carefully selected Schoolmasters, we should have no difficulty in finding among them men fitted for the office of Inspector of Schools. Such men could, I think, be procured through the Principals of the Scotch and English Training Colleges; and such men are, moreover, now especially required for the efficient organisation of the elementary education of the

people in these Provinces.

14. Appointments to Headmasterships should be made to specific schools, and the nominee should understand that the mastership given was the only one he could claim, but that usually Inspectors of Schools would be selected from among the Headmasters of Schools. The pay of such a Headmastership should be Rs. 300 rising to Rs. 500.

The increased value of the *experienced* teacher should be recognised by increments of pay. If the nominee was unacquainted with the Vernacular of these Provinces, he would labour under much disadvantage at first; but nearly every teacher in these schools speaks English, and arrangements could always be made to provide him with a good Second Master. He would be required to pass the higher standard in Vernacular within two years of his appointment.

15. It would not be advisable to engage these officers on contract for a term only, as was proposed in the case of Professors. A Professor of special subject should be fit for the performances of his duties from the day of his appointment, and his special qualifications should be of no less value to him at the end of his 5 years' term than at the beginning. Moreover, at the end of the 5 years' term the introduction of a new Professor from Europe may be expected to bring fresh stimulus to the classes. But the Master appointed to a native school has to acquire experiences and knowledge which render him more valuable in the country year by year, and which are little value in the markets of the world.

16. In the above paragraphs I have reviewed the qualifications required from officers performing the work usually allotted to the graded service. The considerations adduced point to the need of a reconstruction of the Service itself. Special qualifications are required for each of the different class of officers, and the practice of appointing officers to the Education Department in general is no longer admissible, as it may have been before the differentiation of duties had occurred. A successful Professor, under the circumstances above specified, should be kept to his Chair: his *general* qualifications would probably be as well adapted for the office of a District Judge as for that of an Inspector of Schools. The man similarly who has gone through the training required for an Inspector, as above defined, will ordinarily be as unfitted for the Professorship as for the command of a river steamer.

17. As far as these Provinces alone are concerned, it is not, I think, necessary under the above view of the functions of Professors and Inspectors, and to maintain the graded pay; but there may be reasons applicable to India generally which render this expedient, and I have therefore assumed it to be maintained. But this does not at all involve that recognition of the officers enjoying the graded salaries as available for employment in any and every branch of education.

18. But further, if the six Professors employed in these Provinces are appointed for the delivery of certain lectures only, and the Principals to their Principalships, and if the *three* Inspectorships are filled up from among Headmasters appointed similarly to specific offices, there will remain no one to be considered as having a *claim* to the chief administrative appointment over these *nine* graded officers and their subordinates.

19. The above considerations then point to the need of a reconsideration of the original orders of the Secretary of State regarding the appointment to the Directorship of Public Instruction. The ground on which it was thought advisable to restrict the area of selection for this office to those servants of Government employed as Professors and Inspectors was that, unless a chance of obtaining promotion to the highest office was held out, men of the qualifications required would not accept the Professorships and Inspectorships. Now the Resolution of the Government of India quoted on the margin<sup>1</sup> shows distinctly that, notwithstanding the inducement in question, the men required for the highest administrative post have not been available for selection, and consequently in four of the five Governments the posts have been filled by an officer unconnected with the Department. Secondly, I question whether, as a matter of fact, a single officer in the graded service of these Provinces would have been deterred from joining it had there been no such inducement offered. The history of most of the officers would, I believe distinctly disprove any such supposition. Thirdly, it may be fairly questioned whether the class of men who are supposed to decline to join the Department, unless the Directorship is restricted to its officers, is the class of men we require for the performance of the duties as I have specified them. A College Professor whose ambition it is to succeed in general administration is not a man we should select for the office. A man who would not accept a Schoolmastership, except on similar terms, is not likely to be fitted for patient and quiet work in one of our schools. On the other hand, I think it would be found that the men who would be only attracted by the hope of attaining a post of onerous administration will have taken their chance at the competition for the Civil Service, or have selected some other service very different from that of a College Professor or Schoolmasters.

20. Some very strong reason is required to justify Government in restricting its choice to officers of the Education Department. They are few in number, and the special character of the work required from the majority of them is not likely to attract men fitted for a wide administrative charge. The duties to be performed by the Director and those of general administration, for which the best preparation is experience in the management of public business and discipline of establishments; and to

<sup>1</sup>No. 10/300-310 of the 4th September 1886, *Home-Education*, (Document no. 3).

make the appointments of Professors and Schoolmasters with reference to possible fitness for this office is not a good method of obtaining suitable lecturers and teachers. If the present or proposed scales of salaries should be found insufficient to attract good men to fill the Chairs in Government Colleges and the Headmasterships, the emoluments of these offices should be raised; it is not expedient to endeavour to induce men to accept these offices by holding out them the remote prospect of their being employed in an administrative office.

To do this in future will, moreover, inevitably lead to the appointment of Educational Officers to the Directorships of Provinces, of which they have no experience; whereas essential qualifications for the office are an extensive acquaintance with the Provincial people and officials.

21. In the above paragraph I have endeavoured to show the qualifications required for the nine graded officers in this Department which are ordinarily held by Europeans, and have assumed that they are so held. But they are not, in my opinion, appointments with regard to which *race* distinctions are of importance. For the Professorships, we require men trained in the best culture of Europe; but whether these are Natives of these Provinces, Europeans, or Eurasians is not important, provided the necessary qualifications are present. Similarly in the case of the Schoolmasters from among whom I would select the three superior Inspectors. For the educational work in question, we require men of European *training* and *education*; and if Natives of these Provinces would go through this training, they would be well fitted for the work to be performed. At present, however, this is not the case, and until more Natives of these Provinces can be included to proceed to England for their Education, or the standard of training and teaching in our Schools and Colleges becomes equivalent to that of Europe, they will not be forthcoming. The proper method of rendering them suitable is to maintain a high standard of English education in our Schools and Colleges, when Natives of these Provinces, with the requisite educational qualifications, may perhaps be produced. (See also paragraph 42 of my Note above quoted regarding Assistant Professors.<sup>1</sup>) In the present stage of education in these Provinces, it would be a serious blow to progress to substitute Natives for Europeans in the offices of the three senior Inspectorships and the graded Professorships in the Colleges.

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, pp. 55-59.*

<sup>1</sup>See Enclosure II in Document no. 14.

## DOCUMENT No. 16

*Sub-Committee (Education), Public Service Commission representing Punjab favours inspection of Vernacular and Anglo-Vernacular Schools by Natives; discusses the question of larger employment of Natives as Professors and of having European Professors in Colleges; points out that Professorship and Inspectorship should not be interchangeable; stresses existence of one College equipped with the best Professors; suggests pension reforms and appointment of Punjab Officers to the first grade educational positions.*

**Note by the Sub-Committee (Education), Public Service Commission  
representing Punjab**

According to the Report of the Education Commission, the Department of Public Instruction was formed in the Punjab in 1856-57.<sup>1</sup>

The appointments in the Department are divided into graded and ungraded. The former consist of four Inspectorships of Schools and one Principalship and two Professorships at the Lahore College,<sup>2</sup> the only Government College in the Province. The highest pay sanctioned for a graded officer in the Punjab is Rs. 1,250, or the maximum of the 2nd grade elsewhere. The Principalship of the School of Art, the Principalship of the Central Training College, and 28 others are upgraded appointments, with salaries above Rs. 100. At the head of the Department is a Director, who is a Military Officer,<sup>3</sup> a Colonel of the Bengal Staff Corps, and has served in the Department since the 11th August 1858. The graded appointments carry salaries from Rs. 500 to Rs. 1000. Five of these are filled by Europeans not domiciled in India, one by a Hindu, and in one a Hindu is officiating, pending the appointment of an officer by the Secretary of State. The scale for the Graded Service is eight appointments but one is held in abeyance under orders from home.

The Principals of the School of Art<sup>4</sup> and of the Central Training College<sup>5</sup> and three Assistant Professors of English Literature are non-domiciled

<sup>1</sup>See *Report of the Indian Education Commission, 1882-83*, chapter II.

<sup>2</sup>Lahore Government College began in 1864 with four students. Later in 1870 when a University College was established at Lahore, the Lahore College alongwith Delhi College, Medical Schools, the Oriental College, Law classes and apparently the School in Arts and Industry, was affiliated to the University College. For details see *Home-Education, A Proceedings*, March 1886, no. 26.

<sup>3</sup>Lt. Col. W.R.M. Holroyd. He became Director of Public Instruction of Punjab in February 1868.

<sup>4</sup>Mr. J.L. Kipling.

<sup>5</sup>Mr. William Bell. He joined as Principal of the Central Training College in 1885, became Professor of Philosophy in 1888 and subsequently its Principal. Later before taking over as Director of Public Instruction of Punjab he was Inspector of Schools and Inspector of Chiefs' Colleges.

Europeans. The remaining ungraded appointments are filled by Natives of India.

In the 38 appointments with salaries of Rs. 100 and upwards, the distribution of races is as follows:

Non-domiciled Europeans	9
Domiciled Europeans	1
Eurasians	1
Hindus	24
Mahomedans	2
Others	1

Europeans in the graded service are appointed by the Secretary of State, and Natives by the Local Government.

The appointments held by graded officers are, or were till lately, interchangeable. A Principal or Professor of a College may be required to act as an Inspector of Schools, or an Inspector of Schools to take charge of a Principalship or Professorship. It is said that in the present condition of the Department this is necessary, but one witness, Mr. Lewis,<sup>1</sup> who was a Wrangler and Fellow of Trinity College, Cambridge, and came out as a Professor of Mathematics, stated that, when invited to do so, he declined to officiate as a Professor of Philosophy. Such a system, if persisted in, must have a prejudicial effect on the recruitment of candidates in England, and is condemned by most of the witnesses examined.

Mr. Lewis is also of opinion that the pension rules for the officers in the Department should be assimilated to those of the Public Works Department, and that Punjab Officers should have some Educational appointments of the first grade to look forward to; and he and Mr. Sime<sup>2</sup> consider that the appointment of Director of Public Instruction should be thrown open to those officers.

*Employment of Natives to a greater extent than at present:* First as to Inspectors. It is unnecessary to quote the evidence; among the witnesses examined there is practically unanimity on this point. With some reservation as to the gradual introduction of changes in consequence of schools having recently been placed in charge of Local Boards, and of the necessity for tact and caution in dealing with such bodies, all witnesses agree that the duties of inspecting Vernacular and Anglo-Vernacular Schools can be adequately discharged by trained and duly qualified Natives, of whom a sufficient supply is obtainable, and that there is no necessity to

<sup>1</sup>Mr. T.C. Lewis was appointed Professor at the Lahore Government College by the Secretary of State in 1881. He became Principal of the College in 1886. Before his appointment as the Director of Public Instruction, N.W.P. and Oudh in 1894 he worked as Inspector of Schools.

<sup>2</sup>Association of Mr. John Sime with education in India started in 1869 when he was appointed Professor at Government College, Agra in 1869. He served in the Punjab as Principal of Delhi College, subsequently taught at Lahore College and worked as Inspector of Schools before his appointment as Director of Public Instruction.

import European agency for this purpose. One European Inspector might, it is suggested be retained for the purpose of inspecting European Schools in the Punjab or in the Punjab and North-Western Provinces and Oudh combined, should the work in either Lieutenant-Governorship be insufficient to employ the time of one officer.

On the appointment of Natives as Professors to the Government College, the following extracts are taken from the evidence:

Mr. Sime, Tutor of His Highness the Maharaja of Patiala, a graded officer of the Education Department, says: "I consider it very desirable that we should have in each Province a College to be a model for all institutions professing to teach University standards, whether supported by societies or established by private enterprise. The Professors at the model College should be the best men that could be procured. Ordinarily such Professors would be Europeans; but I would not exclude Natives if they possessed the necessary high proficiency. I would allow the Professors of the College to admit extramural students to their lectures in those subjects in which adequate teaching cannot be provided by the private Colleges; for instance, Physical Science. At first I would utilise for the Professorships at such a College the available talent in the Department. I would appoint the Professors to definite Professorships. It would be a waste of talent to employ them as Inspectors; and nothing is more hurtful to a College than constant changes in the staff. Natives who are capable of teaching up to the Honours standard of the B.A. degree are exceptional. The Professor of English Literature should, I think, certainly be an Englishman. An Englishman would, by reason of his familiarity with the literature of his country, be capable of a richness of illustration which a Native of India could hardly command, and he would be able to communicate to his pupils a more critical knowledge of the language and a greater purity of accent. A Native would teach English up to a certain standard, but would not teach the subject thoroughly."

Dr. C.R. Stulphegel,<sup>1</sup> M.A., Ph.D., Inspector of European Schools, says:

"I perfectly agree with Mr. Sime that we require in the Professors of our Government College the highest culture obtainable anywhere. I am not disposed to say that the time has not arrived when we may look to Native enterprise to provide itself with higher instruction; but I have seen two Colleges founded by societies or private enterprise flourish for a season and pass away. Until there is an endowment to maintain a proper succession of Professors, such institutions cannot be relied on as permanent, and the efficiency of the teaching staff will not be maintained at a uniform level. I do not think we could obtain at this moment a sufficient number of competent Native Professors to officer a College; and inasmuch as the

<sup>1</sup>Dr. C.R. Stulphegel served in the various Zillah Schools of Punjab since 1867. Later he taught at Government College, Lahore and became its Principal. He also worked twice as Inspector of Schools.

Honors men of European Universities attain a higher standard than the Honors men at the Indian Universities. I think we must look mainly to European Universities for the exceptional efficiency which I have mentioned as indispensable. On the whole, I think, it is not desirable that Professorships and Inspectorships should be interchangeable.

"I do not think that it probable that good men would be induced to accept appointments as Professors in India for a limited term of years, seeing that, their engagement, ended, they would have to begin life over again under far less favorable circumstances. Comparing Europeans with Natives in respect of the qualities necessary for Professors, I consider that English Literature should be taught by English Professors and Philosophy by Germans or Scotch. As regards Mathematics and Science, I have met Natives who could well teach up to the ordinary B.A. degree standard, but not higher. I think a teacher ought to have a great deal of reserve knowledge; and after a Native has taken his degree, even as M.A., he is not, as a rule, given to extend his acquaintance with subjects he cultivated by private study."

Mr. T.C. Lewis, M.A., Principal of the Lahore College, says:

"With regard to the larger employment of Natives as Professors, I think this question should be dealt with independently of all race qualifications. We are bound to provide the best education we can secure. In Professors we must have a certain standard of proficiency, and we must secure that proficiency independently of the race of the Professors. We want as a Professor a man who has a mastery of the subject beyond any of the standards prescribed in the Indian Universities. We must therefore, except in very exceptional cases, obtain the man we want from Universities where the standards are higher. In our colonies, where general education is certainly more advanced than in India, Professors are obtained from European Universities; and their example suggests that the same course should be followed in India. Amongst first-class men from English Universities, it would be right and fair to choose Natives of this country in preference to men of other nationalities, if they cared to join the Education Department. It is wise to do so, because such men would naturally have a closer acquaintance with Native habits of thought and complete mastery of Vernaculars: and although they would not, of course, lecture in the Vernacular, they would be more able to disseminate knowledge among the masses. Moreover, to influence men in the course of education, it is necessary that those who are engaged in higher education should be able to communicate with the students freely in their own language. If first-class Native graduates of European Universities cannot be obtained, we should obtain first-class graduates from the British Universities.

"I think it is most important that there should be in each Province one College maintained by the Government or by permanent endowment, and

equipped with the best Professorial staff, to serve at the same time as an instrument for imparting the highest education and as a model to which the other collegiate institutions should work up.

"There is another reason why we should have men of University experience as Professors, namely, in order that this University should be formed and guided by them. Very few of the Fellows of the University have any idea of what is required. Professors of such ability as I desire to see appointed would, I am certain, feel an interest in maintaining a high standard in their own subjects in the University course. Examiners who are too lenient make it difficult for the Professors to insist on a high standard in the work of their class, students contenting themselves to work up to the standard of the examinations, and not to the ideal of the Professors."

The Revd. C.W. Forman,<sup>1</sup> D.D., Missionary in charge of the American Mission College and School at Lahore, says:

"I think it is decidedly desirable to have in our Colleges some European Professors. We have not, so far as I know, any Natives of this Province who are at present competent to teach above the standard of the ordinary B.A. degree. We should for the present have to go outside the Province for Professors to teach up to the Honours standard or the M.A. degree. Our Professor of Mathematics is a Bengali, M.A. of Calcutta; the others are Americans. They are Missionaries. Of course Missionary Colleges do not generally attempt to secure such high attainments in Professors as a Government College would, because the securing University distinctions for the pupils is a secondary object with Missionary Colleges."

Babu Pratul Chunder Chatterji,<sup>2</sup> M.A., B.L., Pleader in the Chief Court, Member of the Senate of the Punjab University, says:

"I am desirous of expressing my opinion that it is desirable that there should be one College provided with the best available tutorial staff to serve as a model for the Province, and that gentlemen educated at a European University should be preferred for the Principalship of the College, and the Professorship and Assistant Professorship of English literature. It is indispensable that these officers should be English. For the Professorships of Mathematics and History, Natives educated in this country might be appointed, if thoroughly qualified. The Chair of Philosophy should be held by a graduate of a European University. At present also the Chair of Natural Science should be held by a European; and as an impetus should as far as possible be given to Technical Education, this Chair should not be inferior to other Professorships, neither in respect of dignity nor emoluments. I do not wish to offer an opinion as to whether or not it would be desirable to engage Professors for a term of years, because I do not know whether we could get better men or as good men by that system. I am, however,

<sup>1</sup>Since 1849 Revd. Forman, had given a large part of his time to educational work in the Punjab. He had served on many educational committees besides being a member of the Senate of the Punjab University College and gave evidence before the Education Commission of 1882.

<sup>2</sup>Babu Pratul Chunder Chatterji became Additional Judge in July 1894.

strongly of opinion that the Professors should be engaged for specific subjects, and that they should not be transferred to other Chairs for the sake of higher emoluments."

Rai Bahadur Ram Kissen Dass,<sup>1</sup> Honorary Magistrate, one of the Managers of the Anglo-Sanskrit School at Delhi, observes:

"I consider also that Natives are competent to teach subjects other than English Literature to a high standard. I would have in each Presidency one College managed by the most efficient Professors as a model for the other Colleges. I believe Native Professors could be found competent to teach to the B.A. standard. I know a large number of Native M.A.'s and B.A.'s. I do not think the time has arrived for having a College entirely officered by Native Professors. European Professors must still be employed to teach English. I think Natives are fully competent to manage Colleges and maintain discipline. My school staff is entirely composed of Natives. We teach up to the Middle School standard."

Lala Sagor Chand,<sup>2</sup> B.A., Acting Assistant Professor, Lahore College, says:

"I consider we should have at least one College in the Province officered by the most efficient teaching staff obtainable. We have now in our College Natives doing the same work as English Professors, and doing it well. We have a Native Professor who is competent to teach the B.A. class in Mathematics. He has taught up to the M.A., and has passed students in that standard. He has ten times officiated as Professor of Mathematics. He has taught Mathematics up to the highest standard for more than three years together. For the last four or six months he has had charge of the B.A. class."

The Revd. J.P. McKee,<sup>3</sup> Manager of the American Mission School at Gujranwala, observes:

"I think Natives are competent to be Professors in Mathematics. There are some very excellent Mathematicians among the Natives of this Province. I think also that there will in time be quite capable Professors in Philosophy among them; but I think the Chairs of Modern Science and English Literature should continue for some little time to come to be held by Europeans. I am not personally acquainted with any Natives who have made Philosophy their special study. I have met men from Bengal and Bombay who, I think, understood Philosophy well. But I do not know any Natives in the Punjab whom I could recommend as fit to be Professor in Philosophy."

<sup>1</sup>A person with deep interest in the education of India, Mr. Dass was managing the Anglo-Sanskrit School at Delhi since 1875.

<sup>2</sup>Educated at the Agra College, Lala Sagor Chand held the office of Assistant Inspector since 1877 and for about four years he had been officiating as Assistant Professor in the Punjab College.

<sup>3</sup>A graduate of an American University, Revd. J.P. McKee was associated with the education of the Punjab since 1879.

Lala Pyare Lal,<sup>1</sup> Inspector of Schools, says:

"I think Natives are competent to hold Professorships of Mathematics and Philosophy. I think a Native who has very carefully studied the *Durshana* could qualify himself to lecture upon European Philosophy. There is nothing in European Philosophy which is not found in Indian Philosophy. I have not studied European Philosophy very deeply. I have read criticisms of Comte, but not Comte himself. I read Hamilton's works when I was at College. I should like to see one model College in each Province, the teaching staff of which should include the very best Professors obtainable, whether Natives or Europeans, for each subject. For Professors I would have a system of permanent appointments with progressive pay, except in the case of Natural Science, for which I think it would be better to get men out for a term, so that we might always have the benefit of the most modern teaching in this subject."

Maulvi Mahomed Yusuf,<sup>2</sup> Assistant Inspector of Schools, Derajat Circle, observes:

"As regards Professors, I think the Professor of English Literature should be an Englishman, and that of Natural Science should be a European, or at any rate a Native of India educated in Europe. I am in favour of having one model College in each Province officered by the most efficient Professors obtainable."

Maulvi Mahomed Husain Azad,<sup>3</sup> Professor of Arabic, Lahore College, says:

"With regard to Professors, a Professor should always teach those subjects<sup>4</sup> which have a connection with his mother-tongue. As for Mathematics, if a man is competent to teach them it does not matter whether he is a Native or a European, especially if he has been educated in Europe. I think that Natural Science can be more efficiently taught by Professors imported from England, who have had ample experience of scientific appliances, and are familiar with the practical application of Science in everyday life, than by men brought up in this country whose knowledge has only been gained from books."

Lala Hari Singh,<sup>4</sup> Assistant Inspector of Schools, remarks:

"I have no experience of College work; but I think Professors of English

<sup>1</sup>Lala Pyare Lal was a product of Agra College. He joined the Education Department in 1860 as Head Master of the Normal School in Delhi. He started inspecting schools since 1881.

<sup>2</sup>Maulvi M. Yusuf entered the Education Department in 1870 and served as Headmaster of the Oriental School at Lahore, Master of District School and Inspector of Anglo-Vernacular Schools.

<sup>3</sup>Maulvi M.H. Azad, Professor of Arabic, Lahore College was with the Education Department since 1870.

<sup>4</sup>Lala Hari Singh entered the Punjab Education Department in 1864 as a teacher in Amritsar. Since then he taught in various capacities, subsequently worked as Assistant Inspector of Schools in Lahore and Multan Circles. He gave evidence before the Education Commission of 1882.

Literature, Philosophy, and Natural Science should be men who have graduated in European Colleges. I am in favour of having at least one most efficiently taught College in every Province as a standard to which other colleges and schools in the Province may aspire."

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, pp. 65-68.*

### DOCUMENT No. 17

*The Departmental Member, Sub-Committee (Education) Public Service Commission representing Punjab writes in detail about the Educational establishments under the direct control of Government.*

#### **Note by the Departmental Member, Sub-Committee (Education), Public Service Commission representing Punjab**

The Educational Establishments now under the direct control of Government include:

- (a) Eight graded appointments, viz., the four Inspectorships, the Principalship of the Lahore Government College, and three Professorships (one of which is at present held in abeyance).
- (b) Assistant Inspectors
- (c) District Inspectors
- (d) Professor of Science and Assistant Professors
- (e) Central Training College
- (f) Normal Schools
- (g) Model Schools
- (h) School of Art
- (i) Superintendent, Educational Press

As regards the various points on which information is called for, I have the honour to report as follows:

- (j) Regulations as to admission to the various classes and grades of appointments in Board Schools, and promotion from class to class and grade to grade, will be found at page 7 of the draft chapter of Rules for Board Schools.

Regulations have not yet been framed for the establishments under the immediate control of Government, some of which have been recently reorganised, whilst further changes are desirable; but such rules as may be considered necessary will be embodied in the Education Code, which is still in course of compilation.

All appointments carrying salary of Rs. 200 per mensem and upwards

require the sanction of Government.<sup>1</sup> Lower appointments are made by the Director of Public Instruction.

The principles followed in the case of various grades and ranks are explained.

(a) *Graded Appointments*: Europeans are selected by the Secretary of State, Natives are appointed by the Local Government. As explained below, it is probable that for some time to come Natives who may be nominated to graded appointments will be employed as Inspectors of Schools. Hitherto one Native only has obtained a permanent graded appointment.<sup>2</sup> He was a man of long and varied experience, and had shown his ability in many different appointments, and specially as an Assistant Inspector, and he was considered qualified for the post and better fitted to hold it than any other Native in the Department. Similar considerations would determine any future nomination to graded appointments. Experience, judgement, proved capacity, and some administrative ability are no less essential than a high standard of attainments for appointments of this description, and no hard and fast rules could work satisfactorily. Other things being equal, an officer who had proved his capacity as an Assistant Inspector would be generally preferred. Promotions from class to class are made at the discretion of the Local Government, but regard is generally paid to seniority, though it has been laid down that as a general rule appointments in the 2nd classes shall be reserved for officers of superior attainments.

(b) *Assistant Inspectors*: Assistant Inspectors<sup>3</sup> have been hitherto selected from amongst successful schoolmasters or District Inspectors. District Inspectors, Headmasters of Normal Schools, or Masters of the Central Training College will in all probability be nominated in most cases to these appointments in future. It will be a question to determine whether direct nominations should ever be made to these appointments.

Promotions from grade to grade are generally made by seniority.

(c) *District Inspectors*: Schoolmasters have been generally selected for these appointments. In making promotions regard is had to seniority, but good work and high attainments are taken into consideration.

(d) *Assistant Professors*: These appointments are conferred on the best Graduates available.

(e) *Central Training College*<sup>4</sup>: The Principal was selected by the Secretary of State. The masters have been trained in the College.

<sup>1</sup>In certain cases the said rule did not apply. For details see Home Department Circular no. 21/746-53 dated 18 April 1879, *Home-Public, A Proceedings*, April 1879, no. 176.

<sup>2</sup>Lala Pyare Lal.

<sup>3</sup>Quite a number of Indians were serving as Assistant Inspector of Schools in the Punjab outside the graded service by this time—Lala Sagor Chand, Hari Singh, Lala Thakia Das, Muhammad Yusuf, Jai Gopal Singh, Lala Kanhaya Lal, Pir Bakhsh.

<sup>4</sup>The College intended to prepare men for employment as teachers in English Vernacular Schools for secondary education. For details see W.R.M. Holroyd, *Report on Popular Education in the Punjab and its Dependencies for the year 1880-81*, pp. 22-24.

(f) *Normal Schools*<sup>1</sup>: Two of the Masters are Graduates in Honours, and the others have, with one or two exceptions, gone through a course in the Central Training College. The schools have been recently reorganised, and have an efficient staff.

(g) *Model Schools*<sup>2</sup>: The Masters have been specially selected for these schools.

(h) The present Director of Public Instruction is subject to the rules of the Military Department as regards pension and furlough.

Of the officers holding graded appointments, two were nominated by the Secretary of State and two (one of whom is at present lent to the Patiala State) are included in Schedule B of the Civil Leave Code. The Principal of the School of Art also is included in Schedule B. These officers are therefore subject to the more favorable leave rules contained in chapter V of that Code.

All the other officers of the Department, gazetted and non-gazetted, are subject to the rules contained in chapter X of the Leave Code, which is applicable to Uncovenanted Officers generally.

All Uncovenanted Officers in the Department, whether on the graded list or not, are subject to chapter IX of the Pension Code, and are allowed pensions of the same terms as other Uncovenanted Officers, subject to the proviso that in the case of an officer not being a Native of Asia whose qualifying service begin after 25 years of age and whose whole service for which pension is claimed has been passed in one or other of the following offices, pension is admissible after three years less service than is required from other officers:

Director of Public Instruction, if Unconvenanted.

Inspectors of Schools.

Principals and Professors of Colleges.

Headmasters of Colleges and High Schools.

Natives holding graded appointments draw two-thirds of the full salary.

(3) No. VII of the papers forwarded herewith contain the rules for the Departmental examination in Hindustani of European Officers.<sup>3</sup>

The rules regarding the various kinds of Teachers' certificates are contained in chapter IV of the Code. In future no one will be eligible for permanent employment in a Board School, who does not possess the necessary certificate (vide draft chapter IX, Punjab Education Code), and staff grants-in-aided Schools can be given in the case of boys' schools for certificated teachers only (vide chapter II of the Code).

Rules regarding the certificate required in the case of officers immediately

<sup>1</sup>For further details regarding Normal Schools in the Punjab see W.R.M. Holroyd, *Report on Public Instruction in the Punjab and the Dependencies for the Years 1885-85*, pp. 52-55.

<sup>2</sup>For details regarding the Model Schools in the Punjab, see *ibid*.

<sup>3</sup>The papers are omitted here. For the text see *Proceedings of the Sub-Committee, Public Service Commission, 1886-87*, Education Department, p. 73.

under the Department will be found embodied in the Code.

(4) As regards the various classes employed in the Department, it will be convenient first of all to consider the case of Europeans compared with Natives.

There are, it will be remembered, eight graded appointments, viz., four Inspectorships, one Principalship, and three Professorships (one of which is held in abeyance).

The views of the Local Government with regard to the employment of Natives and Europeans in the graded appointments have been set forth in a recent report to the Supreme Government in the following terms:

"As regards the recommendation that Indian Graduates, especially those who have also graduated in European Universities be more largely employed than they have hitherto been in the Colleges maintained by Government, it may be observed that four Indian Graduates, one of whom has graduated in the University of Cambridge, are at present employed as Assistant Professors in the Lahore College, which is the only Government College in the Province.<sup>1</sup> For the graded Professorships, however, which are very few in number, a thorough mastery of English with distinguished attainments in other subjects is essential. The requisite qualifications are rarely to be found amongst Natives of this Provinces at present; and although the principle under consideration is fully accepted by His Honour the Lieutenant-Governor, he considers that it will probably be found advisable for some time to come to obtain Professors to fill these higher posts in most cases through the Secretary of State. In this connection it may be observed that three Englishmen Graduates of Cambridge are employed in the Mahomedan College at Aligarh. In the Punjab the higher appointments of the Inspecting staff at present offer a better field for the employment of Native talent; and a Native gentleman has accordingly been nominated to a graded appointment and made Inspector of the Delhi (later the Umballa) Circle of Inspection.

Another has officiated for lengthened periods as an Inspector. The Inspector of the Lahore Circle should be a European, as he has charge of European Schools; but there appears to be no reason why Native gentlemen should not be employed as Inspectors in all or any of the other circles, and the prospect of such employment will do much to attract the best men available to the Department, and to keep them there.

The staff of Professors in the Lahore Government College, which is the principal educational institution in the Province, is at present lamentably weak. We ought to have four Professors of distinguished ability, of whom the Principal should be one, to take the higher classes in English,

<sup>1</sup>The other government college, the Delhi College, established in 1792, was abolished in 1877. For details see *Home-Education, A Proceedings*, September 1881, nos. 21-24, and also *Report by the Punjab Provincial Committee with Evidence before the Committee and Memorials Addressed to the Education Commission*, p. 53.

Mathematics, Philosophy, and History; and it is convenient that each of these gentlemen should be competent to take a second subject in case of necessity. We have at present two Professors only including the Principal. An application has been made to the Secretary of State to select two additional Professors, though it is uncertain whether more than one will be sent.

We may expect therefore to have shortly either three or four English Professors in the College, including the Principal, and it is probable that these appointments will for some time to come be held by Englishmen, though I see no reason why hereafter, if Natives of the Province are available whose attainments and training are equal to those of officers selected by the Secretary of State, they should not hold graded Professorships. At present, it is quite certain that this is far from being the case.

Of the four Inspectors of Schools, three are Europeans, but it is probable, as already stated, that two of these will be eventually replaced by Natives; and I think, for the reasons already stated in the report quoted above, and as a matter of general policy, that this is desirable.

We have at present five European Officers and one Native holding graded appointments, and one Native officiating in a graded appointment. All the other officers in the Department are Natives, with the exception of the Principals of the School of Art and of the Central Training College, and the Professor of Science, for whom a Native is now officiating, and one out of the five Assistant Professors.

Formerly a considerable number of Europeans were employed in Government Schools; but no such appointments were made for some years previous to the transfer of the schools to local bodies. At present six Europeans or Eurasians only are employed in Board Schools, and the number is likely to be further reduced.

As regards comparative efficiency, a really good English Master is superior in my opinion in many respects to a Native Master. But the salary is in most cases too small to secure good English Masters or to maintain them in comfort; and when they are employed, they have no prospect of advancement, whilst they bar the way to the promotion of Natives.

Hindus and Sikhs are much more largely employed in the higher appointments than Mahomedans. The reason is that until recently Mahomedans have to some extent held aloof from English education, and that comparatively few have prosecuted their studies to a high standard in Arts Colleges. Judging from the few Mahomedans in the Department who have obtained a good English education, and from the comparative efficiency of Hindus and Mahomedans in situations where a knowledge of English has not been insisted on, I should say that the natural capacity of Mahomedans for the work of Schoolmasters and School Inspectors or Superintendents is not inferior to that of Hindus; and I hope they will in time obtain a due

share of the higher appointments both in the Department and in Board Schools.

(5) Statement I, as above intimated, shows the existing organisation and constitution of the Department in the form called for.

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, pp. 69-71.*

## DOCUMENT No. 18

*Sub-Committee (Education), Public Service Commission supplies information about the existing staff of the Education Department in the Central Provinces as derived from reports of the local Educational officers.*

### **Note by the Sub-Committee (Education), Public Service Commission on the Education Department in Central Provinces**

The Sub-Committee did not visit the Central Provinces, the Berar, or Assam. The information contained in this note is derived from reports of the local Educational officers forwarded by the Local Administrations.

The staff of the Education Department, exclusive of menial servants, is divided into officers of control and inspection and Professors and Teachers. The Controlling officers are the Inspector-General of Education, the Circle Inspectors of Schools, and the District Inspectors. The Inspector-General<sup>1</sup> is an Uncovenanted officer, a European not domiciled in India, an M.A. of Cambridge, and Companion of the Indian Empire. The pay of the appointment is Rs. 1,200 rising to Rs. 1,500. One circle Inspector of Schools is a Lieutenant-Colonel in the Bombay Staff Corps,<sup>2</sup> and two are officers in the Education Department, non-domiciled Europeans, appointed by the Secretary of State, or approved by him when appointed in India. The pay of Inspectors ranges from Rs. 500 to Rs. 1,000. The District Inspectors, on pay ranging from Rs. 80 to Rs. 200, 18 in number, are all Natives of India. There are two other non-domiciled Europeans employed in the department, one as Principal of the Jubbulpore College<sup>3</sup> on pay rising from

<sup>1</sup>Mr. C.A. Robertson served the Education Department as Senior Inspector since 1862. Later he was twice Inspector-General of Education in Central Provinces and Director of Public Instruction in Oudh in 1870. Among his important publications are: *The Annals of the Indian Empire* and *Mahomedan Education in Oudh*.

<sup>2</sup>Major Herbert Bruce Jacob. He was admitted to the Bombay Staff Corps in 1861 and served in the Education Department as Acting Inspector of Schools in 1869 and again in 1870 before being confirmed in the appointment in 1871. In 1882-84 he officiated as Inspector-General of Education.

<sup>3</sup>Jubbulpore Government College originated in the Saugar High School which was established in 1836. Mr. Young who was the Principal by this time had succeeded Mr. Thompson in 1875 as Headmaster of Saugar High School.

Rs. 500 to Rs. 750, and one as Superintendent of the Male Normal School<sup>1</sup> at the same place, on a salary of Rs. 200 rising to Rs. 300. The Professors of Mathematics in the same college and the Lady Superintendent of the Female Normal School<sup>2</sup> are, by race, Europeans domiciled in India. The Professors of Sanskrit, of Physics, and of English are Hindus. Of a total of eleven officers belonging to the higher Educational Service, six are thus non-domiciled Europeans. It contains no Eurasians. The opinion of the present Inspector-General (Mr. Colin Browning) regarding the requirement for efficient service in the higher grades of the Department is as follows—"The Inspector-General of Education should be a Graduate in honours of one of the older Universities. He should be acquainted with the vernaculars of the Provinces in which he is employed, and well versed in the theory and practice of education. Circle Inspectors should be men of ability acquainted with the vernaculars of the districts in their circles of Inspections, should have received a good general education, and have the University stamp on their attainments. Training at a Normal School is desirable, or they should have had experience in tuition, and be well versed in the literature of Education. A peculiar training is required for an Educational Inspector. He should be a gentleman and a scholar, and, as well as being versed in one or more vernacular languages, he should have a knowledge of the Native mind. Good Inspectors can only be obtained by securing good men for our High Schools and for the junior Professorships of our Colleges. For the Professors of our Colleges, we require, if the Colleges are to be places of sound learning and not to degenerate into High Schools, the best talent, information, and instructive ability that we can procure. We require, in fact, the same kind of men that are Professors in our Colleges in Europe. They must also be robust men, and, above all, such leave and pension rules should be granted that they may not be compelled to hang on to their Professorships after the best part of their energy has gone, and until even their knowledge has fallen behind the age. We do not want men of extreme views. A Professor may inoculate a whole generation of students with political opinions and agnostic views that are not generally held by the best men, and have not yet been proved to be sound. A Professor, in short, must be a scholar and a gentleman in the highest sense of the term, and well able to maintain discipline in his class; a man of wisdom as well as of knowledge."

These opinions are not altogether shared by the present Chief Commissioner, Mr. A. Mackenzie,<sup>3</sup> whose Secretary writes on the subject as follows:

<sup>1</sup>See also *Report on Education in the Central Provinces for the year 1886-87*, pp. 49-54; for the year 1887-88, pp. 18-19, 39-41.

<sup>2</sup>See also *Report on Education in the Central Provinces for the year 1886-87*, p. 54; for the year 1887-88, p. 41.

<sup>3</sup>Sir Mackenzie served in many senior positions in India: Financial Secretary to the

"I am to say that the only point on which the Chief Commissioner thinks it necessary to submit any remarks is with reference to the supply of Professors for Government Colleges and of Inspectors of Schools. He is entirely opposed to the present arrangement under which these officers are ordinarily members of a superior and costly graded service. We usually get in this way as Professors in our Colleges very ordinary graduates of the English Universities, who have no special training in the art of tuition, and whose pay rises with seniority to an amount which is frequently quite disproportionate to the value of their services. A graded officer may be teaching elementary mathematics, for instance, all his time, yet his pay may rise to the highest amount available under the graded scheme. Mr. Mackenzie is aware that the Indian Educational Service has occasionally had in its ranks very distinguished graduates of Oxford and Cambridge, who have been successful instructors of Indian youth; but he believes that in the vast majority of instances the gentlemen sent out by the Secretary of State in recent years have not been men whom it was worth offering special terms to secure; and he feels confident that for those appointments which Indian Graduates are considered incompetent to fill, we should get qualified incumbents on lower, but quite adequate, salaries from the ranks of the teaching professions at home under a system of five years' agreements renewable by consent without burdening the state with charges for leave and pension. If the policy is a sound one, as Mr. Mackenzie thinks it is, that Government should in time sever its direct connection with the work of tuition, restricting its operations to inspection, direction, and control, it is essential to get rid as soon as may be of the Educational Graded Service, with its expensive claims and privileges.

"For the duties of Inspectors of Schools, we have, in the Chief Commissioner's opinion, a sufficiently wide field of selection open to us in the ranks of the general Educational Service, European and Native. Successful teachers of schools make the best Inspectors of Schools; and the Chief Commissioner concurs with some members of the Education Commission (rather than with Mr. Browning) in holding that Professors of Colleges on the present graded list do not as a rule make good Inspectors. For the Inspection of European and technical education we should probably for some time to come require European agency of a special kind; but it would not be difficult to engage this upon terms depending upon the importance and value of the work to be done. The ordinary Inspecting staff should be graded and permanent, and recruited, as above indicated, from the

Government of Bengal (1877), Member of the Bengal Legislative Council (1877), Home Secretary to the Government of India (1882), Chief Commissioner of Central Provinces and of Burma, Member of the Supreme Council (1895) and finally, Lt. Governor of Bengal. After retirement in 1898 he became Chairman of the India Development Company.

ranks of the general Educational Service. For ordinary district inspection, educated Natives of India are admirably suited.

"As regards the control and direction in Provincial education, the Chief Commissioner is disposed to think that, if the graded service were done away with, we could always find in the Covenanted and Uncovenanted Service of Government men fit for the work. It is unnecessary to maintain a graded service merely for the purpose of training or developing an occasional Director. The Central Provinces are no doubt fortunate in having the services of Mr. Browning as Inspector-General of Education; but were he to retire, there is no one in the Education Department of the Province qualified to succeed him, and it was Sir John Morris'<sup>1</sup> intention in that event to appoint an officer of the Commission. The experience of other provinces also goes to show that the special service not unfrequently breaks down just at the point when it might be expected to be most in evidence."

The Inspector-General writes very strongly as to the hard and unequal operation of the Uncovenanted Service leave and pension rules in the case of officers of the Department in the Central Provinces.

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, pp. 155-56.*

#### DOCUMENT No. 19

*The Chief Commissioner, Central Provinces alongside a letter of the Inspector General of Education offers his views to the Sub-Committee (Education), Public Service Commission that the Education Department should sever its direct connection with the tuition work, restrict its operations, and suggests discontinuance of the Education Graded Service.*

No. 1894-97

Dated Nagpur, 16th April 1887

*From:* A.H.L. Fraser,<sup>2</sup> Esq., C.S., Secretary to the Chief Commissioner, Central Provinces

*To:* The President of the Public Service Sub-Committee

With reference to your letter no. 2688, dated 30th ultimo, I am directed, to forward copy of a letter no. 3450, dated 5th instant, from the Inspector-

<sup>1</sup>"An administrator of the first rank", Sir Morris entered the Bengal Civil Service in 1848 and served in the Punjab (1849-59) and North-Western Provinces (1861-63). He moved to Central Provinces in 1863 as settlement Commissioner and became its Chief Commissioner in 1870.

<sup>2</sup>Sir Andrew Fraser entered the Indian Civil Service in 1871, was officiating Secretary to the Government of India, Home Department, in 1898-99 and became Chief Commissioner of Central Provinces in 1899. He was appointed President of the Indian Police Commission (1902-3) and Lt. Governor of Bengal since 1903.

### General of Education.

2. I am to say that the only point on which the Chief Commissioner<sup>1</sup> thinks it necessary to submit any remarks is with reference to the supply of Professors for Government Colleges and of Inspectors of Schools. He is entirely opposed to the present arrangement under which these officers are ordinarily members of a superior and costly graded service. We usually get in this way as Professors in our Colleges are very ordinary Graduates of the English Universities, who have no special training in the art of tuition, and whose pay rises with seniority to an amount which is frequently quite disproportionate to the value of their services. A graded officer may be teaching elementary mathematics, for instance, all his time; yet his pay may rise to the highest amount available under the graded scheme. Mr. Mackenzie is aware that the Indian Educational Service has occasionally had in its ranks very distinguished Graduates of Oxford and Cambridge, who have been successful instructors of Indian youth, but he believes that in the vast majority of instances the gentlemen sent out by the Secretary of State in recent years have not been men who it was worth offering special terms of service; and he feels confident that for those appointments which Indian Graduates are considered incompetent to fill, we should get qualified incumbents on lower, but quite adequate, salaries from the ranks of the teaching profession at home under a system of five years' agreements renewable by consent, without burdening the State with charges for leave and pension. If the policy is a sound one, as Mr. Mackenzie thinks it is, that Government should in time sever its direct connection with the work of tuition, restricting its operations to inspection, direction, and control it is essential to get rid as soon as may be of the Educational Graded Service, with its expensive claims and privileges.

3. For the duties of Inspectors of Schools we have in the Chief Commissioner's opinion, a sufficiently wide field of selection open to us in the ranks of the general Educational Service, European and Native. Successful teachers of schools make the best Inspectors of Schools; and the Chief Commissioner concurs with some members of the Education Commission (rather than with Mr. Browning) in holding that Professors of Colleges on the present graded list do not, as a rule, make good Inspectors. For the inspection of European and Technical education, we should probably for some time to come require European agency of a special kind; but it would not be difficult to engage this upon terms depending upon the importance and value of the work to be done. The ordinary Inspecting staff should be graded and permanent, and recruited, as above indicated, from the ranks of the general Educational Service. For ordinary district inspection educated Natives of India are admirably suited.

<sup>1</sup>Mr. A. Mackenzie.

4. As regards the control and direction of Provincial education, the Chief Commissioner is disposed to think that if the graded service were done away with, we could always find in the Covenanted and Uncovenanted Service of Government men fit for the work. It is unnecessary to maintain a graded service merely for the purpose of training or developing an occasional Director. The Central Provinces are no doubt fortunate in having the services of Mr. Browning as Inspector-General of Education, but were he to retire, there is no one in the Educational Department of the Province qualified to succeed him, and it was Sir John Morris' intention in that event to appoint an officer of the Commission. The experience of other Provinces also goes to show that the special service not unfrequently breaks down just at the point when it might be expected to be most in evidence.

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, p. 157.*

## DOCUMENT No. 20

*Sub-Committee (Education), Public Service Commission presents the existing organisation and constitution of the Education Department, Assam and says that the Chief Commissioner of Assam has no suggestions for alterations in its constitution.*

### **Note by the Sub-Committee (Education) Public Service Commission about Assam Education Department**

There are only two non-domiciled Europeans in the Educational Department in this Province. One an officer of the Bengal Graded Educational Service on pay rising from Rs. 750 to Rs. 1,000 is Inspector of Schools and head of the Department;<sup>1</sup> the other is Headmaster of a Normal School on Rs. 200. Twenty-one inferior appointments, with salaries from Rs. 100 to Rs. 200, are held 19 by Hindus, and 2 by other natives of India. There is no domiciled European, Eurasian, or Mahomedan in the Department.

The Chief Commissioner<sup>2</sup> has no doubt that the interests of education in Assam requires the retention at the head of the Department of a European, and has no suggestions to make for alterations in its constitution.

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, p. 163.*

<sup>1</sup>There was no separate Educational Service of the higher grade in Assam. The Education Department in respect to supply of graded officers was considered as part of the Bengal Education Department.

<sup>2</sup>Sir William Erskine Ward. After his arrival in India in 1861 he first served in Bengal in

## DOCUMENT No. 21

*The Secretary to Chief Commissioner of Assam forwards copy of a report from the Inspector of Schools containing answers to the questions asked by the President, Public Service Commission regarding the Education Department in Assam.*

No. 2659

Dated Shillong, 12th May 1887

**From:** C.J. Lyall,<sup>1</sup> Esq., Secretary to the Chief Commissioner of Assam  
**To:** The President, Public Service Commission

In reply to your letter no. 264, dated the 30th March 1887, making certain enquiries regarding the Education Department in Assam, I am directed to forward copy of a report from the Inspector of Schools containing answers to the questions asked.

2. There is but one European officer in the Department in this Province who is a member of the Bengal Educational Service.<sup>2</sup> The Chief Commissioner has no doubt that the interests of education in Assam require the retention at the head of the Department of a European, and has no suggestions to make for any alteration in its constitution.

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, p. 163.*

## ENCLOSURE

*The Inspector of Schools, Assam supplies the Secretary to the Chief Commissioner of Assam information on the existing organisation of the Education Department, the classes of the community who seek to be employed in it and the conditions of service therein.*

No. 99

Dated Shillong, 14th April 1887

**From:** The Inspector of Schools, Assam  
**To:** The Secretary of the Chief Commissioner of Assam

various administrative positions. In 1876 he was transferred to Assam where having worked in several posts he rose to the position of its Chief Commissioner in 1891. For a brief period he was also Fellow of Calcutta University.

<sup>1</sup>Sir Lyall served Assam as Secretary to the Chief Commissioner (1880-83), Judge and Commissioner (1883-84) and finally as its Chief Commissioner (1887-89).

<sup>2</sup>Mr. J. Wilson.

I have the honour to acknowledge your General Department letter no. 1499 dated the 23rd March 1887, enclosing no. 152 dated the 17th March 1887, from the Secretary, Public Service Commission, asking for certain information regarding the Education Department of Assam. Before doing so, it will be useful to give a brief outline of the constitution of the Department, as laid down by (1) Circular no. 31, dated 2nd May 1879, General Department, from the Secretary to the Chief Commissioner to all Deputy Commissioners; and (2) Resolution of the 10th May 1882 on localisation:

- (1) the Department is under the control of the Inspector of Schools, who is responsible for all classes of education;
- (2) there are nine Deputy Inspectors, graded gazetted officers, whose pay ranges from Rs. 75 to Rs. 200.
- (3) there are 21 Sub-Deputy Inspectors, not gazetted viz.,
  - 7 on Rs. 50 each
  - 5 on Rs. 40 each
  - 8 on Rs. 30 each
  - 1 on Rs. 20 each

In these cases the pay is attached to the post, so that they are not graded. Seven of these men are paid from Provincial Revenues; the remainder (14) from Local Funds;

- (4) there are the Masters of Government Schools, High, Middle, and Normal;
- (5) the *gurus* or teachers of Primary Schools, under the Local Boards and Missionary bodies;
- (6) and the teachers of Aided Schools of all classes.

As before stated, the Department is under the control of the Inspector of Schools, but the administration of the allotments for primary education and that of grants-in-aid to all classes of schools are vested in the several Local Boards, and the amount is paid from Local Funds in the following exceptions, where grants are given from Provincial Funds to certain Mission bodies for these purposes:

The Garo Hills

The Naga Hills

The Khasi and Jaintia Hills

The Kachari Schools in Darrang

The Government Schools, High, Middle and Normal are directly under the Inspector of Schools.

(1) *The present Regulations of the Department as to admission to the various grades and ranks of which it is composed and to promotion therein, or, if no such regulations exist, a statement of the principles by which the departmental or other authority invested with the duty is guided in making first appointment to, or promotions in, the Department.*

Deputy Inspectors are in four grades, as follows:

1st grade on Rs. 200	1
2nd grade on Rs. 150	1
3rd grade on Rs. 100	2
4th grade on Rs. 75	5
Total	<u>9</u>

The Inspector nominates to the post; his nominee, if approved of, is then appointed on probation by the Chief Commissioner, but not confirmed until he passes (1) if a Bengali, the higher standard in Assamese; (2) if an Assamese, the higher standard in Bengali, as laid down in Rule XXIII for Departmental Examinations—General Department Notification no. 119, dated the 8th April 1887. These men are usually chosen from among the teachers of High Schools. Being on a graded list, they are promoted according to seniority on the list, unless there be some special reasons for not doing so.

(2) Sub-Inspectors are appointed by the Chief Commissioner on the recommendation of the Inspector; the Chairman of the Local Board, where the officer has to serve, being invariably asked in the first instance to nominate a man for the post. Before being confirmed, Sub-Inspectors have to pass a Departmental examination under Rules 7 and 8 of the Rules for the Examination of Teachers and Sub-Inspectors,<sup>1</sup> a copy of which is enclosed. These men are chosen usually from the teachers of Government or Aided Schools; and, as far as possible, for the Assam Valley Assamese are appointed when found qualified and willing to accept the post.

(3) Masters in Government Schools in Rs. 100 or over are appointed by the Chief Commissioner on the recommendation of the Inspector of Schools, who nominates one of the Second Masters of a High School, if there be one qualified for the post, or else procures a man from one of the Bengal Colleges. The Masters and Pandits on a salary below Rs. 100 are appointed by the Inspector of Schools on probation, subject to passing an examination in the art of teaching, as laid down in Rules 5 and 6 of the Rules for the Examination of Teachers.<sup>2</sup>

(4) Teachers in Local Board Schools are appointed by the Chairman on the recommendation of the Deputy or Sub-Inspector of Schools.

(5) The appointment of teachers in Aided Schools rests with the managers of the same Local Boards having the power of withdrawing the grant if unqualified teachers are appointed.

(6) The several Mission bodies are unfettered in the appointment of teachers to the schools under their charge.

(7) The above is a brief statement showing with whom the appointments in the Department rest. There is no fixed rule or regulation for making first

<sup>1</sup>Circular no. 24 dated 13 November 1884. See *Proceedings of the Sub-Committee, Public Service Commission, 1886-87*, Education Department, pp. 165-66.

<sup>2</sup>*Ibid.*

appointments or promotions. When a vacancy occurs, say for a post where the pay is Rs. 50, one of the teachers on lower pay ranging, say, between Rs. 35 and Rs. 45, if qualified, is offered the post; but in some cases they do not accept, choosing rather to remain in a favoured station on Rs. 45 or even Rs. 40 than to go to a distant place on promotion, in which case the post is filled up from amongst the list of applicants which I keep at headquarters, of failing this, is advertised, and the best qualified applicant appointed. Qualification, rather than seniority, is taken into consideration when making promotions. By qualification I do not mean simply having passed certain University or Departmental Examinations. A Babu may have passed the B.A. examination, and still be physically unfit for the work of a Deputy Inspector, who has constantly to be on tour, or he may be wanting in the tact and power of organisation necessary to fit him for the post of Headmaster.

4. (2) *The conditions of service in the Department is to pay, pension, and furlough.*

(a) *Pay:* The Inspector of Schools is usually a 3rd grade Education Officer from Bengal, whose pay ranges from Rs. 750 to Rs. 1,000.

Deputy Inspectors are in four grades, ranging from Rs. 75 in lowest to Rs. 200 in highest. These officers are gazetted.

Sub-Inspectors are ungraded non-gazetted officers, whose pay varies from Rs. 20 to Rs. 50, according to the district or Sub-Division they are stationed at.

Masters and Pandits of Government Schools are ungraded, non-gazetted officers whose pay ranges from Rs. 5 to Rs. 200.

Teachers of Local Board Schools are ungraded, non-gazetted men, whose pay varies from Rs. 3 to Rs. 35, according to the class of school.

Teachers in Aided Schools are ungraded, non-gazetted officers, whose pay varies from about Rs. 5 to Rs. 100, according to the class of school.

In all the above cases, with the exception of Deputy Inspectors and Headmasters of Government High Schools, the pay belongs to the post the man holds, and, in order to get an increase of pay, he has to get a transfer. Simple length of Service does not qualify for this; the general fitness of the man and his former work are always taken into consideration. For third, second, and Headmasters in High Schools, it is usual to require the applicant at least to have read up to the B.A. standard of the Calcutta University, though this is not invariably insisted on. In order to be eligible for promotion, which means increase of pay, teachers in departmental schools have to pass an examination as laid down in Circular no. 24, dated the 13th November 1884.

(b) *Pension—Furlough:* Deputy Inspectors, Sub-Inspectors, paid from Provincial, and those paid from Local funds, who contribute for pension, and all Masters and Pandits of departmental schools of all classes qualify for pension under the Uncovenanted Service Pension Rules, and obtain

furlough under the Uncovenanted Furlough Rules. The teachers of all other schools, i.e., Local Board, Aided, and schools under the several Mission bodies, get neither pension nor furlough.

5. (3) *The technical requirements of the Department, and the Professional attainments essential for efficient service in its various branches.*

The Department may for this purpose be divided into the (1) inspecting and (2) into the teaching branches:

(1) *The Inspecting Branch:* Deputy Inspectors are required to pass the higher standard in Assamese or Bengali, according as the man is a Bengali or Assamese; and Sub-Inspectors are required to pass an examination by Rules 7 and 8 of the Rules for the Examination of Teachers. In order to efficiently discharge their duties they should be well educated men, having a good knowledge of English, Mathematics, and the Vernacular of the district in which they serve. They should be possessed of considerable tact, and be popular with the people, and finally be physically fit for constant travelling.

(2) *The Teaching Branch:* The one requirement is that Masters should pass the Teachership Examination as laid down in Circular no. 24 dated the 13th November 1884.

For English Masters they should be University men as far as possible, and for Pandits passed 1st grade Normal School Pupils.

6. (4) *The classes of the community who seek to be employed in the Department, and the comparative capacity of each of rendering efficient service therein.*

All classes seek employment, and, if equally educated, are equally efficient as far as imparting instruction goes; but I have no hesitation in saying that high-caste Brahmins are more respected by the pupils and parents; their influence, therefore, with the boys is much greater than that of a low-caste men, and hence they, as a rule, are much better disciplinarians, managing their classes more by respect than fear of punishment. The same holds in a higher degree with inspecting officers.

7. (5) *The existing organisation of the Department:* Statement A gives the necessary information.

The enclosure of your letter under reply is herewith returned with that of memorandum no. 2053, dated the 11th April 1887.

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, pp. 163-65.*

## DOCUMENT No. 22

*Sub-Committee (Education), Public Service Commission writes about the existing organisation of the Education Department in Berar and stresses*

**ANNEXURE TO ENCLOSURE IN DOCUMENT No. 22**  
**Tabular Statement showing the Existing Organisation and Constitution of the Assam Educational Department**

1	2	3	4							
Department	Total number of gazetted appointments and other appointments mentioned in column 2	Number of Appointments in Each Class of Grade Now Held by								
		1	2	3	4					
		Europeans not domiciled in India	Europeans domiciled in India	Eurasians	Natives of India					
					Hindus Mahomedans Natives Christians Total					
					(a) (b) (c) (d)					
Education	Gazetted	GAZETTED								
	Non-gazetted	11	3rd class Bengal Educational Service from Rs. 750 to 1000	1	1	—	—	—	—	
		12	Deputy Inspector of 1st grade on Rs. 200	1	—	—	—	—	—	
		200	Deputy Inspector of 2nd grade on Rs. 150	1	—	—	—	—	—	
		150	Deputy Inspector of 3rd grade on Rs. 100	2	—	—	—	—	—	
		75	Deputy Inspector of 4th grade on Rs. 75	5	—	—	—	—	—	
		200	Head Master of Normal School on Rs. 200	1	1	—	—	—	—	
	Total	11		—	—	—	—	—	—	
		11		—	—	—	—	—	—	
		NON-GAZETTED								
	Head Masters of High Schools on Rs. 150 to Rs. 200	3	—	—	—	—	—	—	—	
	on Rs. 150	1	—	—	—	—	—	—	—	
	on Rs. 125	2	—	—	—	—	—	—	—	
	on Rs. 100	2	—	—	—	—	—	—	—	
	2nd on Rs. 100	1	—	—	—	—	—	—	—	
	Headmasters, Normal School on Rs. 100	1	—	—	—	—	—	—	—	
		1	—	—	—	—	—	—	—	
		1	—	—	—	—	—	—	—	
		1	—	—	—	—	—	—	—	
		1	—	—	—	—	—	—	—	
Grand Total	23	Total	12	2	—	—	—	19	2	21

*that the educated element in India should be largely employed in the educational work of the Province to which graduates belong.*

**Note by the Sub-Committee (Education), Public Service Commission on  
Berar Education Department**

There is only one non-domiciled European employed in the Educational Department in this Provinces. The Director of Public Instruction<sup>1</sup> on a salary of Rs. 1000 and the Educational Inspector<sup>2</sup> on Rs. 300 rising to Rs. 500 are both Hindus.

The European in question is the Headmaster of the High School<sup>3</sup> on Rs. 400.

The Resident of Hyderabad,<sup>4</sup> who is the head of the Administration, believes "that the educated element in India can be largely employed in the educational work of the Province to which graduates belong and points out that this is done to a considerable extent in Berar already."

The officiating Director of Public Instruction writes on this that appointments of Rs. 20 and upwards are usually given to candidates who have passed the Matriculation and Higher University examinations, adding that a graduate of the Bombay University can easily be had now for half what he cost from 15 to 20 years ago.

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, p. 169.*

**DOCUMENT No. 23**

*The officiating Secretary for Berar to the Resident at Hyderabad in response to certain enquiries on Education Department there, from the President, Sub-Committee, Public Service Commission encloses a copy of the letter on the subject from the Director of Public Instruction.*

<sup>1</sup>Rai Bahadur Shriram Bhikaji Jatar. He served in the Bombay Educational Department from 1859 and from 1867 in Berar as Deputy Educational Inspector. He was Director of Public Instruction, Hyderabad Assigned Districts from 1884.

<sup>2</sup>Vishnu Moreswar Mahajani, M.A. He was with the Berar Education Department since 1871, was appointed Educational Inspector in 1886.

<sup>3</sup>Mr. G.C. Aitken. He served in the Berar Education Department as Headmaster of the Akola High School since 1867 and was officiating Director of Public Instruction (1886-87).

<sup>4</sup>Mr. John Graham Cordery. Having started his service in the Punjab, Mr. Cordery shifted to Hyderabad Assigned Districts as Dy. Commissioner in 1864. He was Director of Public Instruction and Secretary, both in officiating capacity in the Punjab before taking over as Resident of Hyderabad in 1883.

No. 1049 R

Dated Hyderabad Residency, 27th April 1887

**From:** Lieutenant W.H. Cornish, Officiating Secretary for Berar to the Resident at Hyderabad

**To:** The President, Sub-Committee, Public Service Commission

I am directed to acknowledge the receipt of your letter no. 269 S, dated 30th March 1887, requesting information on certain points in connection with the Educational Department of the Hyderabad Assigned Districts, and in reply to enclose copy of letter no. 74, dated 9th April, from the Director of Public Instruction to the address of the Commissioner of the Province,<sup>1</sup> affording the required information.

2. The Resident believes that the educated element in India can be largely employed in the Educational work of the Province to which graduates belong; and this is done to a considerable extent in Berar already.

*Proceedings of the Sub-Committee, Public Service Commission, 1886-87, Education Department, p. 169.*

## DOCUMENT No. 24

*The Public Service Commission in its final report presents its recommendations on the improvement of the existing Education Departments of the Government of India in 1888.*

### Education Department (Appendix 0.4)

98. *Existing organisation:* The conditions of service in the Education Department are uniform as regards pension and leave. Covenanted Civilians or Military officers are subject in these matters to the rules of their respective services. All other officers are subject to the leave and pension rules for the Uncovenanted Service, except those belonging to the graded lists who have been appointed by the Secretary of State or whose names are entered in a list, framed some years ago, of officers of all Departments who were considered deserving of exceptional treatment. In such cases the leave rules are more favourable than for other Uncovenanted Officers. The following paragraphs show in broad outline the general organisation of the Department in the several Presidencies and Provinces.

### Madras

The Department consists of a Director of Public Instruction, seventeen graded officers, twenty-seven gazetted but non-graded officers and one

<sup>1</sup>Mr. L.S. Saunders. He started his administrative career in the Punjab where he worked for nearly ten years. He was appointed Commissioner of Ajmer (1871-85) and of Berar in 1885.

hundred and four non-gazetted officers and Deputy Inspectors. The Director of Public Instruction, who is appointed by the Local Government, is not, and has not been, with one exception, an officer of the Education Department. The present incumbent is a non-domiciled European. The graded list is composed of three Principals of Colleges, six Professors, and eight Inspectors of Schools. Of these, thirteen are non-domiciled Europeans, two are domiciled Europeans, and two are Hindus. Graded Officers are appointed by the Secretary of State, except in the case of Natives of India elevated to the graded list by the Local Government, Officers are always appointed to the lowest grade on the minimum pay, and Natives of India draw two-thirds of the pay of the appointment.

The non-graded gazetted appointments are made by the Local Government on the recommendation of the Director of Public Instruction, but when the services of a European Graduate are considered necessary, the Secretary of State selects a suitable officer from among British University Graduates. Of these twenty-seven offices, twelve are at present held by non-domiciled Europeans, one by a European domiciled in India, three by Eurasians, six by Hindus, and five by Native Christians.

Of forty-three non-gazetted officers, presumably teachers, four are non-domiciled Europeans, one is a domiciled European, five are Eurasians, twenty-eight are Hindus, two are Mahomedans, and three are Native Christians. The Deputy Inspectors are sixty-one in number, and are, by race or religion, one a Eurasian, fifty-two Hindus, and eight Native Christians.

### **Bombay**

The Directorship is held by a Departmental officer. There are seventeen appointments in the graded list. These comprise three Principalships of Colleges, ten Professorships, and four Inspectorships. Natives of India appointed to a graded office since 1882 receive two-thirds of the pay fixed for Europeans. The Director and thirteen graded officers are non-domiciled Europeans, one of the graded officers is a domiciled European, and three are Hindus. There are ten ungraded College appointments—Professorships and Lecturerships. Four of these are held by non-domiciled Europeans, one by a Eurasian, one by a Hindu, one by a Mahomedan, and three by Parsis. In the Bombay School of Art there are two superior appointments, the Principalship and a Teachership of Drawing. The incumbents of both these appointments are non-domiciled Europeans.

Two appointments of Headmaster in High Schools for Males are filled by non-domiciled Europeans; all the others are filled by Natives of India in the Statutory sense, viz., one by a Eurasian, twelve, including that which carries the maximum rate of pay, by Hindus, one by a Mahomedan, three by Parsis, and one by a Native Christian. The Local Government derives that in future

non-domiciled Europeans should not be employed as Headmasters of High Schools. In High Schools for Females one Lady Superintendent is a domiciled European and two are non-domiciled Europeans.

All other appointments in the Department are held by Natives of India. The more important of these are three Principals of Training Colleges, five Deputy Inspectors, the Curator of the Book Depot, and four Translators.

The graded list has been recruited in different ways. Of seventeen officers now on the list, seven were appointed by the Secretary of State for their special qualification as teachers of particular subjects, three were appointed to High Schools by the Secretary of State and promoted to the graded list by the Bombay Government, four were appointed to ungraded offices by the Local Government and were afterwards promoted to the graded list, and three came to India in the service of private employers and were appointed to the graded list by the Local Government.

### **Bengal**

The Department consists of two branches, the Superior and Subordinate Graded Services, with some special appointments which are not graded. In the Superior Graded Service, forty appointments belong to the Principals and Professors of Government Colleges and Inspectors of Schools. The Directorship of Public Instruction is held at present by an officer of that service. These officers, excluding the Director, are divided into four classes. Natives of India appointed to the superior grades after 1881 draw two-thirds of the salaries attached to those grades. Including the Director, there are in the superior grades thirty-one Europeans not domiciled in India and one Eurasian; the rest are Natives. In the Subordinate Graded Service there are one hundred and seventy-four appointments, of which only four are held by Europeans not domiciled in India and one by a domiciled European; while five are held by Eurasians, and the rest by Natives. There are thirty-five ungraded appointments. Of these, eight are held by non-domiciled Europeans, one by a Eurasian, and twenty-six by Natives.

European Officers are selected by the Secretary of State, and Native Officers, as a rule, by the Local Government. Promotion is made strictly according to seniority, provided the officer is efficient and is regarded as eligible for further promotion. Of the Native Officers now in the superior grades, six were appointed from the lower branch, and one direct by the Secretary of State.

### **North-Western Provinces and Oudh**

The Directorship of the Department is at present held by a Covenanted Civilian. There are twelve graded officers. Six of these are employed as

Inspectors of Schools, two as Principals, and four as Professors in the Government Colleges at Allahabad and Benares. One graded officer is a European domiciled in India; the remaining eleven are Europeans not so domiciled. Appointments to the graded service are made by the Secretary of State, and officers take rank and receive promotion in order of seniority, the pay being personal and irrespective of the office held for the time being. Besides those included in the graded list, there are eighty-three appointments, gazetted and non-gazetted. Existing incumbents in these offices are, by race, one a non-domiciled European, one a domiciled European, eight Eurasians, and the rest Natives. Appointments are made to the more important of these offices by the Local Government, and to the others by the Director of Punjab Instruction.

### **Punjab**

The appointments in the Department are divided into graded and ungraded. The former consist of four Inspectorships of Schools and one Principalship and two Professorships at the Lahore College, the only Government College in the Province. The Principalship of the School of Art, the Principalship of the Central Training College, and twenty-eight other appointments are ungraded. At the head of the Department is a Director who is a Military officer, a Colonel in the Bengal Staff Corps, and has served in the Department since the 11th of August 1858. Five of the graded appointments are filled by Europeans not domiciled in India, one by a Hindu, and in one a Hindu is officiating, pending the appointment of an officer by the Secretary of State. The scale for the graded service is eight appointments but one is held in abeyance for special reasons. The Principals of the Schools of Punjab, one Professor, and one Assistant Professor are non-domiciled Europeans. The remaining ungraded appointments are filled by Natives of India.

Europeans in the graded service are appointed by the Secretary of State, and Natives by the Local Government. The appointments held by graded officers are interchangeable. A Principal or Professor of a College may be required to act as an Inspector of Schools, or an Inspector of Schools to take charge of a Principalship or Professorship.

### **Central Provinces**

The Staff of the Education Department is divided into officers of control and inspection and Professors and Teachers. The controlling officers are the Inspector General of Education, the Circle Inspectors of Schools, and the District Inspectors. The Inspector General is an Uncovenanted Officer, a European not domiciled in India. He is a Master of Arts of the Cambridge

University and a Companion of the Indian Empire. One Circle Inspector of Schools is a Lieutenant-Colonel in the Bombay Staff Corps, and two are officers of the Education Department non-domiciled Europeans, appointed by the Secretary of State, or with his approval. The District Inspectors, eighteen in number, are all Natives of India. There are two other non-domiciled Europeans, employed in the Department—one as Principal of the Jubbulpore College and one as Superintendent of the Male Normal School at that place. The Professor of Mathematics in the same College and the Lady Superintendent of the Female Normal School are, by race, Europeans domiciled in India. The Professors of Sanskrit, of Physics, and of English are Hindus. Of a total of eleven officers belonging to the higher Educational Service, six are thus non-domiciled Europeans. The Department contains no Eurasians.

The superior graded officers of inspectors and control may either be members of the Covenanted Civil Service or Military officers or Uncovenanted Servants. Three of the four are Uncovenanted officers.

### **Assam**

There are only two non-domiciled Europeans in the Education Department in this Province. One, an officer of the Bengal Graded Educational Service, is Inspector of Schools and head of the Department; the other is Headmaster of a Normal School. Twenty-one inferior appointments are all held by Natives of India, of whom nineteen are Hindus. There is no domiciled European, Eurasian or Mahomedan in the Department.

### **Berar**

There is only one non-domiciled European in the Education Department in this Province. He is the Headmaster of the High School. The Director of Public Instruction and the Educational Inspector are both Hindus. All other appointments are held by Natives.

99. *Views and recommendations of the Commission.* However necessary it may have been when English education was in its infancy, and in order to make the most of the limited funds available for educational purposes, to recruit in England for a close Educational Service the members of which would be content to enter as young men on small pay and be ready to take up any duties the Department might assign to them, the time appears to the Commission to have now come when such a system should be largely modified or entirely discontinued. The result of the system and of the modes of recruitment adopted has been to secure a body of officers who, with numerous brilliant exceptions, are not superior to the average Graduates of British Universities, and are in no sense specialists in the subjects which

they are required to teach. The interchangeability in the Department until very recently of Inspectorships and Professors to keep up their duties of particular branches of learning, and the inclusion in the same list for promotion of both these classes of offices has given rise not unnaturally to feelings of discontent which are unfavourable to efficiency. The Commission is strongly of opinion that Western education has now reached a stage in the older Provinces where it has outgrown this system, and that in the more educationally backward Provinces the graded appointments are so few that a close Educational Service in its present form is not called for.

It has been forcibly borne upon it by the evidence from all sources that there should be in each Presidency and in the larger Provinces at least one college with a staff of Professors capable of teaching up to the highest European standards under a European Principal; and that the same object should as far as practicable be kept in view in smaller colleges. In the latter the Commission believes that it is not yet possible to dispense altogether with English agency, but the necessity for such agency is decreasing and will decrease in proportion as high education advances and qualified Professors become locally available to a larger extent than at present.

The inspection of schools and colleges should, in the opinion of the Commission, be carried on by an agency entirely separate from the teaching staff and recruited from a different source. According to many competent witnesses successful Schoolmasters offer a good field of selection for this office, and it is generally agreed that the recruitment of Inspectors from Europe should be considerably reduced, inasmuch as local agency may be substituted for them without loss of efficiency. The report of the Education Commission written four years ago fortifies the opinions now expressed on these points.

The Commission also wishes to draw the attention of the Government of India to a complaint made at Madras, that a prejudicial effect is produced on the teaching at the Medical College of that Presidency by frequent changes in the Professorial staff, although the evidence before it does not warrant its making any specific recommendation on this subject.

In accordance with the views above expressed the following recommendations are submitted for carrying out the system which commends itself to the Commission as best suited to meet the existing and future requirements of the Education Department:

- (1) That recruitment should be made in England only for:
  - (a) Principalships of Colleges;
  - (b) Professorships in those branches of knowledge in which the European standard of advancement has not been attained in India; and
- (c) A smaller number of Inspectorships than at present.

- (2) That recruitment of Professors should be ordinarily of specialists, and, when practicable, for a term of years, with power of re-appointment.
- (3) That the remuneration of officers recruited in England should be fixed with reference to the attainments required and the duties to be performed in each case.
- (4) That the present graded lists of the superior branch of the Department should be abolished, due regard being had to the interests of existing incumbents.
- (5) That all other educational appointments should be filled up locally by the present mode or modes of recruitment, on the principles recommended in this Report as to conditions of service for the general Provincial Service.

*Report of the Public Service Commission, 1886-87, pp. 75-78.*

**SECTION II**  
**Negotiations**



## DOCUMENT No. 25

*The Governor-General in Council asks the local governments to furnish their views as to the extent to which the recommendations of the Public Service Commission can be carried out in each Province.*

No. 21-622

Calcutta, the 16th March 1886

*From:* W.M. Young,<sup>1</sup> Esq., Offg. Secretary to the Government of India  
*To:* All Local Governments and Administrations

Sir,

With reference to Home Department Resolution no. 34/1573-98, dated the 4th October 1886,<sup>2</sup> I am directed to forward a copy of the final report submitted to the Government of India by the Public Service Commission.<sup>3</sup>

Before coming to any conclusion on the various questions treated in this report, the Governor-General in Council will await the communication of any observations which *His Excellency in Council His Honour the Lieutenant-Governor (& Chief Commissioner)* or you may desire to make regarding them. His excellency in Council does not consider it necessary or desirable that discussion should be reopened on the various matters connected with the recruitment, by competition or otherwise, of the Civil Service, on the Statutory Civil Service, or on similar matters of principle with which the Commission have had to deal; but he will be glad to be favoured with the/your views of the Government of Madras &c., as to the extent to which the recommendations of the Public Service Commission can be carried out in the Madras Presidency/&c., &c., and would indicate the matters summarised in the paragraphs marginally noted, as some of these on which the/your opinion of His Excellency in Council/His Honour the Lieutenant-Governor (and Chief Commissioner) will be more particularly helpful to the Government of India in framing its decision. I am to ask that the/your reply of the Government of Madras, &c., may be submitted with the least practicable delay.

I have the honour to be, Sir,

Your most obedient servant,

W.M. YOUNG,

Offg. Secretary to the Government of India

*Home-Public, A Proceedings, March 1888, no. 349.*

<sup>1</sup>Sir Young arrived in India in 1863 and served mostly in the Punjab where he was Financial Commissioner (1889-95) and Lt. Governor (1897-1902). He was a Member of the Governor-General's Council in 1893 and Resident in Mysore (1895-97).

<sup>2</sup>See Document no. 4.

<sup>3</sup>Final report of the Public Service Commission signed by all the Members who were present during the final sittings of the Commission held between 15 November and 23 December 1888

## DOCUMENT No. 26

*Bengal Government submits its views as to the proposals made by the Finance Committee regarding the reductions in the Superior and Subordinate Graded Services of the Education Department, Bengal.*

No. 265

Dated Calcutta, the 5th March 1888

*From:* P. Nolan,<sup>1</sup> Esq., Secretary to the Government of Bengal

*To:* The Secretary to the Government of India, Home Department<sup>2</sup>

Sir,

I am directed to acknowledge the receipt of your letter no. 207, dated the 11th July 1887, inviting an expression of the views of the Lieutenant-Governor regarding the reductions proposed by the Finance Committee in the superior and subordinate graded services of the Education Department.<sup>3</sup>

2. In reply, I am to observe that the possibility of effecting the reductions recommended is dependent on the adoption of certain suggestions made by the Committee<sup>4</sup> for the introduction of alterations in the organisation of the Department, and in the policy which has hitherto been pursued with regard to Government colleges. It was for this reason that Sir Rivers Thompson,<sup>5</sup> in Mr. Wilson's letter no. 711, dated the 15th February 1887,<sup>6</sup> addressed to the Government of India in the Department of Finance and Commerce, expressed himself unable to deal with the proposals as a mere incident of the Provincial contract.

3. The Educational services may, for the present purpose, be treated as divided into two branches—that which provides officers for the inspection of schools, and that composed of professors in the different colleges. With was forwarded to the Government of India on 18 January 1888. See *Home-Public, A Proceedings*, March 1888, no. 322.

<sup>1</sup>Mr. Philip Nolan worked in Bengal in various responsible positions. For several years since 1887 he was Secretary looking after General Revenue and Statistical Departments. Later he was an Acting Member of the Board of Revenue (1898-1900) and Member of the Lt. Governor's Council (1900).

<sup>2</sup>Sir A.P. Macdonell.

<sup>3</sup>Under Education the Finance Committee had proposed the following reductions:

(1) Superior Graded Service	Rs. 36,000
(2) Subordinate Graded Service	30,000
(3) Other miscellaneous reductions	80,000
Total	146,000

<sup>4</sup>For Finance Committee's note on the future Provincial contract with the Bengal Government as regards "Education", see *Home-Education, A Proceedings*, September 1887, no. 13.

<sup>5</sup>Sir A.R. Thompson was Secretary to the Bengal Government (1869-75), Chief Commissioner of British Burma (1875-78), Member of Viceroy's Council under Lord Lytton (1878-82) and Lt. Governor of Bengal (1882-87). He was strongly opposed to the "Ilbert Bill".

<sup>6</sup>See *Home-Education, A Proceedings*, September 1887, no. 14.

regard to the re-organisation of the former, the Finance Committee make the following proposals:

- (1) That Native officers should be entirely, or mostly, substituted for Europeans as Inspectors.
- (2) That the greater number of the Inspectors should be taken from the subordinate service, one or two posts being reserved in the superior grades to reward exceptional merit.
- (3) That the Assistant Inspector employed in inspecting European schools should be abolished, the schools outside Calcutta being visited by the Inspectors of the Circles in which they lie, and those in the hills by the Director himself.
- (4) That the number of superior inspecting officers generally should be reduced. Excluding those employed in supervising European education, there are at present five Inspectors and nine Assistant Inspectors, fourteen officers in all; and the Committee would curtail the number of nine, one for each division.

4. The first of these proposals is in entire conformity with the policy which has for some time been adopted by this Government. In chapter VII<sup>1</sup> of their report the Education Commission recommended that it be distinctly laid down that Native gentlemen of approved qualifications be eligible for the post of Inspector of Schools, and that they be employed in that capacity more commonly than has been the case hitherto. This recommendation was approved by His Excellency the Governor-General in Council in the Resolution of the Government of India, dated the 23rd October, 1884.<sup>2</sup> In my letter no. 695 T-G., dated the 6th September, 1886, this view is referred to as one upon which the Bengal Government had acted in appointing Rai Radhika Prosonno Mookerjee Bahadur to officiate as Inspector of Schools, Presidency Circle, an appointment in which he has since been confirmed. There is another native Inspector, Baboo Brahma Mohan Mullick, and thus two out of the five circles into which Bengal is divided are under the supervision of Native gentlemen.<sup>3</sup> The Lieutenant-Governor intends to take an opportunity which will shortly be afforded to appoint a third native to such a charge; and as vacancies occur, or can be created without administration inconvenience, he would be glad to reduce the number of European officers employed in this capacity to one.

5. The Director of Public Instruction, in his note dated the 25th January, 1887, of which I am instructed to enclose a copy,<sup>4</sup> expresses himself strongly in favour of raising Native officers to the superior Educational Service when they are employed in the important office of Inspector of

<sup>1</sup>Paragraph 369 of the *Report of the Indian Education Commission*, Document no. 1.

<sup>2</sup>See Paragraph 29 of the Home Department Resolution no. 10/309, dated 23 October 1884 in *Home-Education, A Proceedings*, November 1884, no. 37.

<sup>3</sup>See *supra*, p. 67, fn. 2.

<sup>4</sup>Not included.

Schools. He considers that such promotion is necessary in order to preserve the discipline of the service. The question is not one which involves any financial issue of importance, as a senior officer of the subordinate service would not, under the operation of the two-thirds rule, draw any increase of pay on promotion to the higher service for a period of about eight years, and would receive only Rs. 133 additional pay during the four following years, after which he would probably be superannuated under the 55 years' rule. The saving effected by selecting Inspectors from the subordinate service is, therefore, by no means limited to the one-third of the salary retrenched under the rule applicable to natives holding appointments ordinarily given to Europeans; there is also the consideration that such officers are introduced in the maturity of their experience into the lowest grade of the service, where the cost of remunerating them is least. The recommendation<sup>1</sup> of the Finance Committee will be carried out in substance if Inspectors are in future taken from the Subordinate Educational Service, whether they are or are not promoted to the superior service on appointment—a matter which may be properly considered as one for the exercise of discretion of each case. It will certainly be desirable to retain the places at present occupied by European Inspectors in the Educational Service for some at least of the Native Inspectors to be hereafter appointed. Taken in this sense, the recommendation of the Finance Commission is accepted by the Lieutenant-Governor, and in future Inspectors of Schools will, as a rule, be selected from the ranks of the Subordinate Educational Service. The chief objection to the course is to be found in the consideration that officers of the superior Educational Service will lose the advantage of the experience many of them now gain while acting as Inspectors—a training to which the Government of India attaches much importance, as intimated in a Resolution of the Home Department, no. 10-300-310, dated the 4th September, 1886.<sup>2</sup> It is not, however, advisable to appoint an agency for inspecting purposes, which would otherwise be considered too expensive, merely for the sake of giving future Directors of Public Instruction the opportunity of acquiring experience.

6. It does not seem to be feasible to abolish the post of Assistant Inspector of European Schools while the present system of detailed examination of each pupil in every subject is maintained. The Finance Committee do not consider it practicable to entrust the whole work to the Inspector of European Schools, and propose to transfer the duty of inspection in the interior to the Circle Inspectors, at Darjeeling to the Director of Public Instruction himself. This would be inconsistent with the policy of maintaining strict uniformity in the conduct of examinations—a policy strongly inculcated in Mr. Mackenzie's letter no. 131, dated 17th

<sup>1</sup>The recommendation was this: "that the greater number of the Inspectors should be taken from the Subordinate Service one or two posts being reserved in the superior grades to reward exceptional merit."

<sup>2</sup>See Document no. 3.

May, 1884,<sup>1</sup> and the connected correspondence, on which the proposal now renewed by the Finance Committee was considered and rejected. The Lieutenant-Governor would deprecate the abolition of the appointment of Assistant Inspector at the present moment, as calculated to lead to much inconvenience and to hamper the working of a system not yet fully developed.

7. The recent creation of District Boards,<sup>2</sup> to whose supervision the charge of many educational institutions is being transferred, has the immediate effect of increasing the work of the Education Department, which it may ultimately diminish. The Lieutenant-Governor is not, therefore, prepared at the present moment to adopt the proposal that the number of superior inspecting officers should be reduced from fourteen to nine. But there can be no sufficient reason for permanently maintaining the distinction between Inspectors and Assistant Inspectors, now that both will be taken from the same class; and it is obvious that there is a great administrative advantage in making the jurisdiction of the Inspectors correspond with that of the Commissioners, to whom, under the Local Self-Government Act, very considerable powers have been given for the supervision of District Boards in the discharge of their duties connected with education. Sir Steuart Bayley, therefore, proposes to introduce by degrees, and as opportunity offers, the system recommended by the Finance Commission.

8. While it is possible to accept in substance the recommendations of the Finance Committee for effecting reductions in the staff of inspecting officers, there is much difficulty in dealing with their suggestions for curtailing the number of Professors, as these cannot be reconciled with the orders passed by the Government of India in the Resolution of the 23rd October, 1884,<sup>3</sup> accepting what were described as the cautious and well-considered proposals of the Education Commission on the subject of the gradual withdrawal of Government from the charge of collegiate institutions. The recommendations thus commended were that the colleges of Berhampore, Midnapore and Chittagong should be closed if, after due notice, no local body could be found able and willing to carry them on with such grant-in-aid as the rules provide; that the Krishnagur and Rajshahye Colleges should be transferred only in case private managers could be found willing to give satisfactory guarantees that the institutions would be maintained permanently, in full efficiency, and in such a way as to make them adequate for all the wants of their localities; and that it was premature for Government to consider the propriety of withdrawing from the management of the

<sup>1</sup>See *Home-Education, A Proceedings*, May 1884, no. 107.

<sup>2</sup>Educational functions of the District Boards were dealt with in most districts by educational sub-committees and in others were transferred with necessary funds to local boards. For details see *General Report on Public Instruction in Bengal for 1887-88*, pp. 11-12.

<sup>3</sup>See *Home-Education, A Proceedings*, November 1884, nos. 1-47.

remaining colleges, on the ground that they will long continue to be the institutions on which the higher education of the country mainly depends. In accordance with these proposals, the Berhampore<sup>1</sup> and Midnapore Colleges<sup>2</sup> have been transferred to private management, and local bodies have been invited, hitherto without success, to come forward to take charge of the Krishnagur and Rajshaye Colleges. With regard to the Chittagong College, circumstances have somewhat altered, since the date of the Commissioner's report the number of pupils having more than doubled; the total expenditure is small, being only Rs. 2,358 a year; and the average cost per student is less than in some aided colleges—much less than in any other Government college. With this exception, which, it is submitted, is justified by the consideration that it is inexpedient to abolish a cheap and progressive educational institution in an isolated locality, the policy of the Education Commission, approved by the Government of India, has been carried out. The Finance Committee, on the other hand, contemplate the abolition of all Government colleges except four—a measure which the Lieutenant-Governor would, under existing circumstances, very strongly deprecate. It will probably be desirable to withdraw ultimately from the direct management of some of the Government institutions, and the rapid strides with which the private colleges are advancing in efficiency, popularity, and success render it every year more easy to do so without serious injury to education. Sir Steuart Bayley is of opinion that it will be necessary to retain permanently the control of the Presidency College, which is the main support and most conspicuous example of higher education in Bengal. The Engineering College at Seebpore<sup>3</sup> is more likely to develop into a general technical institution than to decrease in its proportions or in its cost. It will also be most desirable to maintain colleges in Cuttack and Patna for the provinces of Orissa and Behar, which have distinct languages and are in many ways separated from Bengal Proper. The other colleges may hereafter be abandoned without any very great injury to the progress of education, and experience seems to indicate that private persons or local bodies will not undertake the responsibility of their management unless Government is prepared to present the abolition of the institutions, not their continued support, as the alternative. But, in the opinion of the Lieutenant-Governor,

<sup>1</sup>Berhampore College was opened in 1853. It was raised in 1865 to the status of a full-fledged College teaching the B.A. Course.

<sup>2</sup>Midnapore College existed from January 1873 when the people of the district subscribed a sum of Rs. 60,000 for the purpose of improving the status of Zilla School. In consideration of this fact Sir George Campbell sanctioned the establishment of the college and law classes on a Government grant of Rs. 3,000 a year for the following five years.

<sup>3</sup>The Bengal Engineering College had developed from the Calcutta College of Civil Engineering opened in 1856 and was affiliated to the Calcutta University in 1857 for Licentiate Course in Civil Engineering. In 1865 it was amalgamated with the Presidency College. Later in 1880 it was detached from the Presidency College and was shifted to Sibpur. For details see Madan Bhattacharyya ed., *Bengal Engineering College Centenary Souvenir*.

the time for taking any further steps in this direction has not yet come. The measures recommended by the Education Commission have been too recently approved to be now altered in their spirit and essence, without the occurrence of any event which would justify a change of policy, except the increased financial pressure. If the suggestions contained in your letter no. 10-384, dated 31st December, 1887,<sup>1</sup> should lead to the establishment of a training school for the education of teachers, the occasion may possibly be taken to take a step in the direction indicated by the Finance Committee, by withdrawing from the management of the Hooghly College, in order to provide the means and the professors for maintaining what will certainly be an expensive institution. It must be acknowledged that circumstances have changed since the Education Commission, on a review of the results obtained in 1881-82, and in previous years, recommended the continued maintenance of the college at Hooghly. The number on the rolls of that institution has diminished almost by one-half, and there has also been a decrease in the attendance at the Presidency College, which could not find accommodation for any of the Hooghly students who might be deprived of educational facilities in their own district.

There are at present 14 inspecting officers, viz.,

(A) 5 Inspectors in the Superior Educational Service:

*Salary per mensem*

*Rs. A. P.*

(1) Mr. Bellet, Rajshahye Circle	1,500 0 0
(2) Dr. Martin, Eastern Circle	1,250 0 0
(3) Mr. Pope, Behar	1,000 0 0
(4) Baboo Brahma Mohan Mallick, Western Circle	500 0 0
(5) Rai Radhika Prosonno Mookerjee, Bahadur, Presidency Circle	460 0 0

(B) Assistant Inspectors:

(1) Five officers of class II of the Subordinate Educational Service, Rs. 300-400 per mensem with an average monthly cost on account of salary of	1,833 5 4
(2) Three Officers of class III of the Subordinate Educational Service, Rs. 200-300 per mensem with an average monthly cost on account of salary of	800 0 0
(3) One ungraded officer on	400 0 0

Total

7,743 5 4

9. The Lieutenant-Governor is, therefore, unable to accept the principal reductions suggested by the Finance Commission, as they involve the abandonment of the colleges referred to above. But he would propose to

<sup>1</sup>For the list of the letters see *Home-Education, A Proceedings*, January 1888, no. 37.

effect considerable savings by reductions in the Subordinate Educational Service consequent on the withdrawal of Government from the Berhampore and Midnapore Colleges, and the diminution of the number of superior inspecting officers from 14 to 9. The transfer of the Berhampore College to a Board of Trustees has already affected a saving of Rs. 17,770 a year, or approximately Rs. 1,480 per mensem, while it is roughly estimated that the making over of the Midnapore College to the local municipality must result in an annual reduction of expenditure of the extent of from Rs. 1,000 to Rs. 1,335. It will appear from the statement on the margin that the monthly cost of the present inspecting staff reaches the sum of Rs. 7,743-5-4 per mensem. If advantage being taken of all vacancies as they occur, this be ultimately altered so as to consist of one European inspecting officer in the superior graded service on Rs. 1,500 per mensem, and eight officers on Rs. 500 per mensem (i.e., the maximum pay in class I of the Subordinate Educational Service and also the maximum pay of Service and also the maximum pay of native officers of two-third of the salary in class IV of the Superior Educational Service), the total monthly expenditure will be reduced to Rs. 5,500 per mensem and the monthly saving effected will amount to over Rs. 2,000.

I have the honour to be, Sir,

Your most obedient servant,

P. NOLAN

Secretary to the Government of Bengal

*Home-Education, A Proceedings, December 1888, no. 72.*

## DOCUMENT No. 27

*The Chief Secretary to the Government of Bengal submits a minute recorded by the Lieutenant-Governor containing his opinion on certain recommendations of the Public Service Commission.*

No. 2166 A

Dated Calcutta, the 4th May 1888

*From:* J. Ware-Edgar,<sup>1</sup> Esq., C.S.I., Chief Secretary to the Government of Bengal

*To:* The Secretary to the Government of India

<sup>1</sup>Sir John Ware-Edgar joined the Indian Civil Service in 1862. After working in North-East India for a decade he shifted to Bengal as President of the Excise Commission. Later he became Chief Secretary to the Bengal Government (1887-91) and was a member of the Governor-General's Legislative Council in 1892.

I am directed to acknowledge your letter no. 21-623, dated the 16th March last,<sup>1</sup> forwarding the final report of the Public Service Commission, and to submit a Minute recorded by the Honourable the Lieutenant-Governor on the subject, with special reference to the matters upon which his opinion was specifically asked for by the Government of India.

2. Sir Steuart Bayley has found it necessary to direct further enquiry upon some of the points dealt with in the Minute, and upon these detailed reports will be submitted hereafter.

The Chief among these matters are:

- 1st—Final and exact proposals regarding the appointments which should be removed from the schedule, in continuation of the remarks contained in paragraph 15 of the Minute;
- 2nd—A define scheme on the lines laid down in paragraph 17 of the Minute for the gradual appointment of officers of the Provincial Service to the full number of excluded judicial and Executive appointments;
- 3rd—Questions connected with the best means of preventing the exclusion of natives of Behar and Orissa from appointments in those provinces, and with the proposal to appoint a Board of Examiners for the whole of Bengal (paragraph 21 and 23 of the Minute); and
- 4th—A report on the proposals of the Public Service Commission regarding the Educational Department.

*Home-Public, A Proceedings, October 1888, no. 197.*

## ENCLOSURE

*The Lieutenant-Governor of Bengal promises a further communication regarding the Public Service Commission's proposals about the Education Department.*

### Extract from a Minute recorded by Sir Steuart Bayley in reply to Government of India's letter of 16th March on Public Service Commission's Report

I understand that the Government of India do not consider it necessary or desirable that I should discuss the "various matters connected with the recruitment by competition or otherwise of the Civil Services, the statutory Civil Service, or similar matters of principle." They do require my views as to the extent to which the recommendations of the Public Service Commission can be carried out; and they ask specially for my views on certain specific recommendations which may be described briefly as dealing

<sup>1</sup>See Document no. 25.

with the limits of the Subordinate Civil Service, the recruitment for the Provincial Service, the absorption of the existing Statutory Civilians, the creation of a Board of Examiners, the reconstitution of the Superior Educational Service, the recruitment for the higher grades of the Jail and Police Services.

2. The meaning of this I take to be that I am to assume as settled (1) the continuance, on its present lines of a Covenanted or Imperial Service, diminished greatly as to numbers; (2) the creation of a Provincial Service comprising the existing Subordinate Executive and Judicial Services, but enlarged from above by its members becoming eligible for promotion to the officers removed from the covenanted schedule; this service will absorb all existing Statutory Civilians; (3) the discontinuance of the Statutory Service; and (4) the welding into a Subordinate Civil Service of a number of miscellaneous appointments (in this province almost wholly executive) below the line of Deputy Magistrates; and the Government of India want me to indicate, as far as may be, on these assumptions, the methods by which and the time within which, and the extent to which, I would propose to fill up either with Statutory Civilians or from the existing Subordinate Executive and Judicial Services (henceforth the Provincial Service) appointments now in the covenanted schedule; how such appointments should be paid; and how the Provincial Service should be recruited. The minor points, such as the creation of the Board of Examiners, the proposals for altering the conditions of the Educational, Police, and Jail Services, can be considered separately, and need not now divert attention from the main channel.

\* \* \*

24. On paragraphs 58, 59, and 61 relating to the Education Department, a separate reply will be sent.

Dated the 4th May 1888

S.C. BAYLEY

*Home-Public, A Proceedings*, October 1888, no. 198.

## DOCUMENT No. 28

*The Secretary to the Government of India points out that the retention of sufficient number of Europeans in the posts of Inspectors of Schools in Bengal is essential; adds that the question of proportion of the European to the Native Inspectors would be considered later.*

No. 539

Dated Calcutta, the 29th December, 1888

*From:* A.P. Macdonell, Esq., C.S.I., Secretary to the Government of India  
*To:* The Secretary to the Government of Bengal, General Department

With reference to your letter no. 265, dated the 5th March 1888,<sup>1</sup> containing the views of His Honour the Lieutenant Governor on the subject of the reductions suggested by the Finance Committee in the Superior and Subordinate Graded Services of the Education Department, Bengal, I am now directed to say that while the Governor-General in Council is not yet in a position to pass orders on the important matter of the reconstitution of the Bengal Education Department, His Excellency in Council desires as a measure of precaution and with reference to the remark in paragraph 5 of the letter under acknowledgement that "in future Inspectors of Schools will, as a rule, be selected from the ranks of the Subordinate Educational Service", to give expression to his opinion that the retention of a sufficient number of Europeans in these posts is essential. I am to add that the question of the proportion which Europeans should bear to Native Inspectors will be a matter for subsequent consideration between the Government of India and the Local Government.

*Home-Education, A Proceedings, December 1888, no. 74.*

## DOCUMENT No. 29

*Officiating Secretary to the Government of Bengal submits to the secretary to the Government of India a letter from the Director of Public Instruction, on the question of filling up Professorships in Government Colleges by specialists; and states that the policy followed by the Government of India tends to limit without discontinuing the importation of educational officers from the English universities.*

No. 281

Calcutta, the 20th April, 1891

*From:* C.E. Buckland,<sup>2</sup> Esq., Officiating Secretary to the Government of Bengal  
*To:* The Secretary to the Government of India, Home Department<sup>3</sup>

<sup>1</sup>See Document no 26.

<sup>2</sup>Mr. Charles Edward Buckland joined the Civil Service in Bengal in 1870. He served as Revenue and Chief Secretary to Government of Bengal, Member of the Bengal Legislative Council and Senior Member of the Board of Revenue in Bengal. He is the author of *Bengal Under the Lieutenant-Governors*, and edited *Dictionary of Indian Biography*.

<sup>3</sup>Mr. C.J. Lyall.

Sir,

In continuation of paragraph 4 of this Government's letter no. 240 dated the 30th March 1887,<sup>1</sup> on the question of filling Professorships in Government Colleges by specialists, I am directed to submit, for the information of the Government of India, a letter<sup>2</sup> in connection with this subject from the Director of Public Instruction, enclosing one from the Mr. C.H. Tawney,<sup>3</sup> Principal of the Presidency College.

2. I am to say that the subject of the Education Department was postponed for further consideration when the recommendations of the Public Service Commission were being dealt with, and that, no further occasion for attending to the subject having arisen, it has been allowed to remain in abeyance.

3. With reference to the last sentence in Sir A. Croft's letter I am to remark that Sir Charles Elliot<sup>4</sup> believes that the policy favoured by the Government of India tends towards the limitation, and not the complete discontinuance, of the importation of educational officers from the English Universities. No other policy would have the support of the Government of Bengal.

I have the honour to be, Sir,

Your most obedient servant,

C.E. BUCKLAND

Officiating Secretary to the Government of Bengal

*Home-Education, A Proceedings*, October 1891, no. 99.

<sup>1</sup>Paragraph 4 of this letter written from the Secretary to the Government of Bengal runs as follows:

"The question of filling Professorships in Government Colleges by specialists-engaged for a fixed period at a specified rate of pay does not arise immediately in Bengal, as the impending transfer of two Colleges to private management, the proposed transfer of others, and the more extensive employment of Natives of India in the Service, render it improbable that any new recruits from England will be required by the Educational Department for some time to come. Some of the officers concerned considered that it would be impossible to obtain such men on reasonable terms. It might be desirable to ascertain, in the first instance, what would be considered a fair salary for a first class teacher engaged for five years, not eligible for pension, and to whom no hope of re-appointment would be extended. It is probable that in Colleges under independent management preference would be shown for officers appointed on this system."

See *Home-Education, A Proceedings*, August 1887, no. 71.

<sup>2</sup>Letter no. 2605, dated 29 April 1888. Not included.

<sup>3</sup>Mr. Tawney was one of the most scholarly of Englishmen who joined the Education Department of India. He taught English, History and Philosophy at the Presidency College, Calcutta from 1864 to 1892, was its Principal from 1876 to 1892 and officiated thrice as Director of Public Instruction. He was one of the most distinguished Principals the Presidency College has known.

<sup>4</sup>Sir Charles Elliott was in India since 1856. After years of service he was an expert in settlement famine, finance and education. Among important position he held were: Secretary to the Government of North-West Provinces (1870-77), Secretary to the Famine Commission (1878), Member of the Supreme Council (1887-90) and Lt. Governor of Bengal (1890-95). He published *Chronicles of Unao*.

## DOCUMENT No. 30

*The Secretary to the Government of Bengal submits to the Government of India, the report of the Bengal Government on the recommendations of the Public Service Commission regarding Education and forwards a copy of the Director of Public Instruction's letter containing his views on this subject.*

No. 267 T.G.

Darjeeling, the 28th September 1891

*From:* C.E. Buckland, Esq., Offg. Secretary to the Government of Bengal  
*To:* The Secretary to the Government of India, Home Department

Sir,

I am desired not to submit to the Government of India the report of this Government on the recommendations of the Public Service Commission regarding Education, and to forward a copy of the Director of Public Instruction's letter no. 4509, dated 1st August 1891, containing his views on this subject. The five recommendations of the Public Service Commission (page 102 of the report) will be discussed in order.

2. The Lieutenant-Governor<sup>1</sup> agrees in the first,<sup>2</sup> with this exception, that as Sir Alfred Croft, whose views must carry great weight, has pointed out, it would be very difficult to specify the branches of knowledge in which the European standard of advancement has not been attained in India. The proposition of the Commission may be tested by the facts as existing in the case of the Presidency College. There are now employed there, besides the Principal, in teaching:

English	5 Professors
Mathematics	3
Philosophy	2 (including Dr. Hoerle, who is also Principal of the Madrassa)
Physics	2
Chemistry	1

It possibly was in the mind of the Public Service Commission that Physics and Chemistry are studies not sufficiently advanced in India for instruction in these sciences to be provided without indenting upon England; but it happens that one of the Professors of Physics at the Presidency College is a native of India,<sup>3</sup> and another native of India is a

<sup>1</sup>Sir Charles Elliott.

<sup>2</sup>That recruitment should be made in England only for (a) Principalships of Colleges; (b) Professorships in those branches of knowledge in which the European standard of advancement has not been attained in India, and (c) a smaller number of Inspectorships than at present. See the recommendations of the Public Service Commission regarding the Education Department in paragraph 99 of the *Report of Public Service Commission, 1886-87*, p. 112.

<sup>3</sup>Jagdish Chandra Bose.

Professor of Chemistry at Hooghly.<sup>1</sup> The distinction drawn by the Commission appears to be illusory, and it would be preferable to determine that recruitment should be made in England for only Principals of Colleges and enough Professors to keep up the standard of the colleges to the highest practicable level and to supply two or three Inspectors. The number of Professors should depend on the class and character of the college, rather than on the subjects taught. Thus to the Presidency College, which should be maintained at the highest standard, would be given the largest number of Professors, the next largest to Sibpur, and to no other college more than one, in addition to the Principal. But what that one should teach, whether English or Science or Philosophy, should depend on the relative qualifications of himself and the other Professors of the Provincial Service.

3. The second recommendation<sup>2</sup> has been partly disposed of in dealing with the first. If by specialists it is intended to indicate Professors of Physics and Chemistry, it may be observed that there is no very special need of obtaining from England gentlemen qualified to teach these subjects; whereas, on the other hand, it is essential that a certain number of officers capable of teaching English literature should be recruited from England. It would be better to leave the Director and the Local Government to frame their indent on England from year to year according to their requirements, so that they might apply in turns for a Professor of English Literature, or of Physical Science, or some other branch of education, as vacancies happen to occur or changes take place in the strength of the department.

4. The third recommendation<sup>3</sup> is too vague to be any practical guide in framing recommendations as to future grades and pay. If, however, it refers to the scheme of engaging officers in England on five-year contracts, then the Lieutenant-Governor agrees with the Director of Public Instruction in condemning that scheme, which is opposed to the practice and experience of every department in India. If a man is wanted for a special object there may be good reason for bringing him out on special contract, as Railway Engineers are engaged for a particular railway. The work, however, of a Professor or Inspector does not last for five years only, but for life, and a man continues to improve till his physical powers deteriorate. The Lieutenant-Governor cannot contemplate any system of recruiting for the Educational Department, except on the hypothesis that the recruit intends to give to it the best years of his life.

5. With regard to the fourth point,<sup>4</sup> Sir Charles Elliott agrees in the view

<sup>1</sup>Phani Bhusan Mukerji.

<sup>2</sup>"That recruitment of Professors should be ordinarily of specialists, and, when practicable, for a term of years with power of re-appointment." See paragraph 99 of the *Report of the Public Service Commission, 1886-87*, p. 112.

<sup>3</sup>"That the remuneration of officers recruited in England should be fixed with reference to the attainments required and the duties to be performed in each case." *Ibid*.

<sup>4</sup>"That the present graded lists of the superior branch of the department should be abolished, due regard being had to the interests of existing incumbents." See *ibid*.

that the present superior graded service should be abolished and a different scale substituted. The appointments are, in the:

4th grade	19 at	Rs. 500-750
3rd grade	11 at	750-1,000
2nd grade	7 at	1,000-1,250
1st grade	2 at	1,250-1,500

The Lieutenant-Governor inclines to think these rates are high compared with any other service in India except the Civil Service, and he has a strong general objection to the system of progressive pay. Any proposals that he would submit would be on the basis of distributing the total number of men in the superior grade into suitable classes and allotting fixed pay to each class, so that men should rise in the list and their salaries increase as vacancies occur, and not otherwise. The total strength which he proposes to allot to the superior service is 25, as will be explained further on. But what the number of classes should be, or the salary of each class, or the number in it, he hesitates to suggest till he knows what other provinces are doing or proposing to do in this matter. It would be impossible for this Government to offer lower salaries or worse prospects of promotion than are offered by adjoining provinces, for the inevitable result would be that the other provinces would secure the best of the candidates who apply for appointment to the Secretary of State, and Bengal would be placed at a disadvantage. On the whole Sir Charles Elliott thinks that the settlement of these questions should be left to the Government of India, who are in the best position to lay down an equal and uniform scale for all provinces in India. Whatever rates of pay and distribution of numbers they consider suitable, he would be willing to agree to, provided that the total number is kept at 25, and that recruitment is only effected in accordance with his indents, so as to enable him or his successors to reduce the number if the conditions of the question alter.

6. It will be convenient here to mention one matter of importance which will have to be settled when any new scheme of classes and pay is decided on, viz. what are the rights of the existing establishment, and how far is Government bound to protect them from any failure to fulfil the reasonable anticipations they may have been allowed to form when they entered the service. The Lieutenant-Governor holds it unquestionable that an officer who is now in the Rs. 500-750 or the Rs. 750-1,000 grade has a right to rise by yearly increments to the top of his grade, but it is doubtful if he has any absolute right to be promoted to the next grade; or if, for instance, an officer now in the second grade on Rs. 1000-1250 would have any solid ground of complaint against Government if the Rs. 1,250-1,500 grade were abolished. On the other hand, there is no doubt that the abolition of the first grade would create great discontent all down the line, and the Government would hardly gain by an economy which entails a deep sense of grievance and a

spirit of less loyal service. These questions and difficulties are common to all the larger provinces of India, and it seems sufficient to notice them here, and to ask the Government of India to decide the proper course on a uniform basis for all.

7. The total number which has been mentioned, 25, is explained by a reference to the Director's paragraph 18. He there gives a list of the 26 appointments he would reserve for the superior service. The Lieutenant-Governor accepts his distribution, with the exception that the number of superior appointments may, in his opinion, be reduced to 25. Although, four superior officers (i.e., a Principal and three Professors) are allotted by him to the Sibpur College, it has at present one Professor of Physics, Mr. Bruhl, who belongs to the subordinate service, but who is thoroughly efficient. It is an accident that such an officer can be found in the lower branch of the Department, but as long as he remains it is not necessary to provide more than three officers of the superior service for the Sibpur College, instead of the four allotted to it. Hereafter, when the need arises, it may be possible to transfer to Sibpur an officer from the Patna College, for example, but the Lieutenant-Governor while fixing 25 as the total number of appointments in the future superior service, would wish to reserve to himself absolute freedom as to their distribution among the different colleges and offices. In like manner, it may not always be necessary to adhere to the maximum number of 25 appointments, as already implied at the close of paragraph 3. But it will take a long time before the present surplus staff is absorbed and any occasion for reduction can arise.

8. The mode in which the superior staff may be reduced from its present number of 34 (or 32 excluding Messrs Hallward<sup>1</sup> and James,<sup>2</sup> who are on five year contracts and are shown in the unclassified list) to 25 may be explained as follows. The present distribution, and that proposed at the basis of the new scheme, are shown in the following table:

<i>Institution or Office</i>	<i>Present superior staff, 1st July 1891</i>	<i>Proposed Cadre</i>	
		<i>Superior</i>	<i>Provincial</i>
Presidency College	11	9	4
Sibpur College	3	3	1
Patna College	5	3	1
Cuttack College	—	2	1
Dacca College	3	1	2
Calcutta Madrasa College	1	1	—
Hooghly College	4	—	—
Sanskrit College	1	—	1
Inspectors College	4	3	2
Furlough College	2	3	—
Total	34	25	12

<sup>1</sup>Mr. N.L. Hallward started his career in India as Professor in Dacca College in 1890. Later he taught in the Presidency College also. He was Director of Public Instruction of Assam (1905), of East Bengal and Assam (1911) and finally of Bihar and Orissa (1912).

<sup>2</sup>An M.A. from Oxford Mr. H.R. James was appointed Professor at Patna College in 1890,

This scheme, it will be observed, necessitates some alterations in the existing numbers of Professors at the Presidency College and elsewhere, and requires that the Principal of the Calcutta Sanscrit College and the entire staff of the Hooghly College should no longer be in the superior service. As to the Sanscrit College, the Director of Public Instruction foresees no difficulty in filling the post efficiently from the Provincial service. As to the Hooghly College, I am to refer to what he has said in paragraphs 12, 13 and 14 of his letter. It is true, as he remarks, that the Education Commission in 1883 considered it premature then for the Government to withdraw from the maintenance of the Hooghly College. On the other hand, the Finance Committee, vol. I, p. 298, advocated its reduction; and the present Lieutenant-Governor<sup>1</sup> thinks that as it is so near to Calcutta, it certainly need not be retained on its present scale, and even that no serious hardship to the students of the district would be entailed by closing it and requiring them to go to Calcutta to prosecute their studies. Its present cost is Rs. 46,056 per annum, of which Rs. 12,435 are obtained from fees and the large sum of Rs. 33,621 is provided by Government. Exception may reasonably be taken to so heavy an outlay upon a college which is not in the first rank of usefulness as regards the promotion of advanced education, for, as Sir Alfred Croft points out, the best students already go to Calcutta for their higher studies. It would seem to be on all grounds desirable, in the first place, to reduce the large cost of its establishment, and in the second place, to transfer it to the control of a local body able and willing to keep it up on a reduced scale. In the latter event, the Lieutenant-Governor would be willing to provide it with accommodation either in its existing quarters or elsewhere, and to contribute for a term of years a sum sufficient with the fees to maintain a moderate teaching staff. This question will be further considered below, in connection with the retention of the Rajshahye and Krishnagar Colleges as Government institutions.

9. Sir A. Croft states in his 9th paragraph that he expects six or seven retirements in the next five years, besides the two officers on five-year contracts who have no claim to retention. If these contracts are not renewed, the number of the superior staff will in the ordinary course decrease from 34 to 25 in about five years, and by the end of that time the cadre will be reduced to the proposed strength. No fresh recruitment from England of English officers will take place during this period.

10. But it will be observed that the scheme required as an essential postulate that it will be possible to enlist for the Provincial service for the Presidency, Patna, Cuttack and Dacca Colleges nine gentlemen, natives of India but trained in England, who should be possessed of very high qualifications, and Sir A. Croft in his 18th paragraph expresses some doubt from where he shifted to the Presidency College, Calcutta (1900-1901). Later he served as the Principal of both the Colleges successively.

<sup>1</sup>Sir Charles Elliott.

about the possibility of securing this object. There are now in the department six officers of this stamp:

Year

1876 Prasanna Kumar Ray, 3rd grade, at Rs. 900, appointed in India before the two-third rule.

1880 H.M. Percival, 4th grade at Rs. 500 appointed in India on the two-third rule.

1883 Phani Bhusan Mukerji, 4th grade, at Rs. 500 appointed in England on two-third rule.

1885 Jagadish Chandra Bose, 4th grade at Rs. 500 appointed in India on two-third rule.

1889 Prafulla Chandra Roy,<sup>1</sup> at Rs. 250, appointed in India.

1890 Jogendro Nath Das Gupta,<sup>2</sup> at Rs. 250, appointed in India.

The first four officers belong to the Superior service, the last two hold unclassified appointments; the appointments of these six gentlemen cover a period of 14 years, or excluding the first, there have been five recruits enlisted in 11 years. This is the class of officers whom the Lieutenant-Governor would desire to appoint to the Provincial service for the nine posts in the above-mentioned Colleges. The two last officers in this list, who are now unclassified, would be included in the Provincial list, and there would remain seven officers to be appointed in the five-year period during which the superior staff is coming down to its reduced strength. This would be a recruitment at the rate of about  $1\frac{1}{2}$  officers every year, and it is hoped that suitable candidates may be found to fill such posts, but time alone will show whether this hope is too sanguine or not.

11. Turning now to the fifth<sup>3</sup> recommendation of the Public Service Commission, its terms are found to be vague in themselves, but must be read in connection with the Commission's proposals for other departments in the Government service. So understood, it may be assumed that they advocate the separation of what is now the Subordinate Educational Service into two parts, Provincial and Subordinate; and it has to be decided (a) where the line is to be drawn between them, (b) what offices should be selected as those the occupation of which would entitle an officer to be counted in the Provincial service.

<sup>1</sup>A great scientist, an entrepreneur and a rationalist thinker, Prafulla Chandra Roy started his career as a Lecturer in Chemistry at the Presidency College, Calcutta in 1889. He laid the foundation of the Indian Chemical Industry by founding the Bengal Chemical and Pharmaceutical Works in 1892. In 1916 he joined the newly established College of Science at Calcutta as the first Palit Professor of Chemistry and retired from this Chair in 1936.

<sup>2</sup>A Graduate from Oxford, Jogendro Nath Das Gupta was appointed to the Bengal Education Department in November 1890 and served as Professor in Dacca, Hooghly and Presidency Colleges.

<sup>3</sup>"That all other educational appointment should be filled up locally by the present mode or modes of recruitments, on the principles recommended in this Report as to conditions of service for the general Provincial Services." See paragraph 99 of the *Report of the Public Service Commission, 1886-87*, p. 112.

## 12. The present Subordinate service is thus constituted:

	Appointments	
Class 1	6	Rs. 400-500
Class 2	9	300-400
Class 3	31	200-300
Class 4	47	150-200
Class 5	87	100-150
Class 6	99	75-100
Class 7	50	50-75

Under ordinary circumstances it would have been desirable to draw the line at about the rate of pay at which it is drawn for the Provincial Executive Service, or Rs. 250; but here it is found that the most capable young men from the University, Masters of Arts with Honour degrees, are ready to enter the department on Rs. 150 with prospects of promotion.<sup>1</sup> Graduates of this class should be able to rise, when by their service and experience they deserve it, to the highest grades of the Provincial branch, and it is therefore proposed to draw the line at Rs. 150, and to fix that as the pay of the lowest class in the Provincial service. It is not, however, proposed to limit the highest pay of the subordinate service to Rs. 150, but the higher classes in that service would overlap the lower classes in the Provincial service.

13. The distinction between the two services should be based on the office held. The Lieutenant-Governor, after consulting the Director of Public Instruction, proposes that the following officers should belong to the Provincial service: Professors of Colleges, Principals of Colleges which do not contain any member of the superior service, two of the five Inspectors of schools (three of these posts being reserved for the superior service), Joint and Assistant Inspectors of Schools, the Inspectress of Female Schools,<sup>2</sup> Headmasters of Collegiate Schools and Training Colleges, Superintendents and Headmasters of Madrasas, the Headmasters of the Kurseong English School, and the Personal Assistant to the Director of Public Instruction. The members of the subordinate service would be the Head and under Masters of Zilla Schools, Deputy Inspectors and Sub-Inspectors of Schools, some ministerial officers, and a few other miscellaneous appointments.

14. The officers who are to be classed in the Provincial service are most of those who are now shown in the unclassified list and in the four upper classes of the Subordinate service, together with some Professors not drawing lower pay, as well as the 12 new high class appointments to be substituted for the abolished posts in the superior service. The following table shows the number of appointments and the positions now occupied by

<sup>1</sup>Young men with good degrees were also willing to join as Sub-Deputy Collectors on Rs. 100. See *Bengal Civil List for April 1892*, pp. 96-97.

<sup>2</sup>The proposal that the post of the Inspectress to be included in the Provincial Service was first made in this letter. Mrs. Monmohini Wheeler was the Inspectress by this time.

the officers who hold them:

<i>Institution or office</i>		<i>New high class appointments (see para 8)</i>	<i>Unclassified list</i>	<i>Subordinate graded list</i>	<i>Total</i>
Presidency College		4	1	3	8
Dacca		2	2	3	7
Patna		2	—	1	3
Hooghly	(Until transferred or reduced)	—	1	2	3
Krishnagar		—	1	5	6
Rajshahye		—	2	4	6
Cuttack		1	—	6	7
Chittagong		—	—	3	3
Sanskrit		1	—	2	3
Bethune and Eden Schools		—	1	4	5
School of Art		—	2	—	2
Sibpur College		—	1	3	4
Inspectors		2	1	—	3
Inspectress		—	—	1	1
Joint and Assistant Inspectors		—	2	7	9
Inspectors of Mahomedans Schools		—	—	2	2
Headmasters, Collegiate Schools:					
Hindu, Hare, Calcutta Madrasa,					
Hooghly, Dacca, Patna, Rajshahye,					
Krishnagar, Cuttack, Bhagulpore		—	—	10	23
Headmaster, Kurseong English School		—	1	—	
Headmasters, Training Schools:					
Hooghly, Calcutta, Dacca, Patna,					
Rungpore, Cuttack, Chittagong		—	—	7	
Superintendents or Headmasters of Madrasas:					
Calcutta, Dacca, Chittagong, Moorshedabad		—	—	4	
Personal Assistant to Director of Public Instruction		—	—	1	
		12	15	68	95

15. It will be observed from the above list that the withdrawal of Government from the management not only of the Hooghly College, of which mention has already been made, but also of the Rajshahye and Krishnagar Colleges, has been contemplated. Attention is solicited to Sir Alfred Croft's remarks on these colleges in his 11th paragraph. The Rajshahye College cost in 1890-91 Rs. 22,323, of which Rs. 20,419 were the salaries of the teaching staff. The income was Rs. 10,985 from endowments, Rs. 3,964 from fees, and Rs. 7,374 from the Government. The Krishnagar College is not so well off. Its cost in 1890-91 was Rs. 18,630 of which Rs. 16,576 were paid to the teaching staff. This expenditure was met as follows: From endowments Rs. 2,062, fees Rs. 4,602, and the balance, Rs. 11,966, from Government. The Government has accepted, in the case of the Rajshahye College, an endowment of Rs. 5,000 a year from a private

benefactor for the maintenance of the F.A. classes, and a subsequent endowment of 6,000 a year from the Rajshahye Association for the maintenance of the B.A. classes. In the case of the Krishnagar College it has accepted an endowment fund of Rs. 40,000, raised from public subscriptions and yielding Rs. 1,600 a year, for the maintenance of the B.A. classes. The Education Commission recommended the transfer of both these colleges to local management on condition that their permanence and efficiency could be secured; and the Director's letter shows that offers have been made to local bodies both at Rajshahye and at Krishnagar with the view of carrying out such a transfer. These offers have not apparently been pressed, and it is therefore hardly surprising that they have not been accepted. Abundant proofs have, however, been afforded of late years not only of the capacity of private persons and bodies to set up and conduct independent colleges, but also of the existence of a strong current of public opinion in favour of their establishment. Government and its officers have been repeatedly urged to give to such colleges a full and a liberal measure of encouragement. The Lieutenant-Governor is confident that the liberality and public spirit which have been so conspicuously evinced in the endowment of Government colleges, will, if appealed to, be manifested in an equal degree for the management and maintenance of those colleges on an independent basis. An adequate sum having been fixed in each case as the cost of an efficient staff, the Municipality, the District Board, or other local representative body such as the Rajshahye Association, will be invited to undertake the control of the college, receiving for its support the income from endowments and fees, together, if necessary, with a Government grant fixed for a term of years. It is of course not to be supposed that the acceptance of an endowment at a certain time for a special purpose binds the Government to the perpetual maintenance, as a State institution, of the college to which the endowment is attached; and the transfer of the college with its endowment to a local body is in accordance both with the general development of local enterprise and with the declared course of Government policy. In the improbable event of private or statutory bodies being found unwilling to undertake the charge, it will then be the duty of Government either to maintain the institution for some further term at such a standard as its private resources, with or without a Government grant, may admit of, or to close the college department altogether, devoting the income of the endowment to some analogous purpose if it is not found possible to restore the money to its original donors or their representatives. These observations apply with still greater force to the Hooghly College, to the maintenance of which no endowments are attached. But the Lieutenant-Governor thinks it hardly necessary to consider the alternative here indicated. He is confident that, when it is known that the choice lies between the transfer of the college to local control and its eventual closure, the public spirit of the

community will decide in favour of the former course. If it does not, the natural inference will be that the institution satisfies no real public need, and the college will cease to exist. In that case, as soon as the existing staff is provided for elsewhere, the posts allotted in the preceding paragraph to these colleges would be withdrawn. They are 15 in all, and the total strength of the Provincial service would thus be brought down to 80.

16. With regard to the rates of pay to be allotted to the different classes in the Provincial list, the Lieutenant-Governor agrees with the Director of Public Instruction's proposals in his paragraph 18, and advocates the creation of these new classes at Rs. 800, Rs. 700, and Rs. 600, and the distribution of the 12 new appointments as suggested in that paragraph. For the existing classes on progressive pay, he would propose to substitute fixed pay of Rs. 450, Rs. 350, Rs. 250, Rs. 200, and Rs. 150. Thus the service would contain eight classes:

Class 1	Rs. 800
Class 2	700
Class 3	600
Class 4	450
Class 5	350
Class 6	250
Class 7	200
Class 8	150

The Subordinate Service again would be classified as follows:

Class 1	Rs. 250
Class 2	200
Class 3	150
Class 4	100
Class 5	75
Class 6	50

Headmasters of Zillah Schools and Deputy Inspectors of Schools would rise in the Subordinate service to Rs. 250 according to merit and the occurrence of vacancies. They would not be entitled to rise higher so long as they fill these inferior posts. But those who display merit would be selected to fill higher and more important posts, and would in that way enter the Provincial service. That service would be partly recruited by promotion from below, and partly by the appointment of specially selected men, such as those appointed to the nine high class posts of College Professors, as explained in paragraph 10, and the graduates with Honour degrees who might be appointed direct to any of the posts designated in paragraph 14.

17. The financial effect of these proposals may be set forth as follows. The actual pay of the 83 men who are now in the unclassified list and in the various classes of the subordinate service as they stood on 1st July 1891, is Rs. 20,695 and that of the 12 new posts, distributed as in Director's paragraph 18, is Rs. 5,400: total Rs. 26,095. On the other hand, the average

pay, as calculated on the rules of the Financial Department, is as follows:

Unclassified list, 15 persons		Rs. 4,350
Subordinate service, class 1, at Rs. 466 <sup>2</sup> / <sub>3</sub>	5	2,333 <sup>1</sup> / <sub>3</sub>
Subordinate service, class 2, at Rs. 366 <sup>2</sup> / <sub>3</sub>	9	3,300
Subordinate service, class 3, at Rs. 266 <sup>2</sup> / <sub>3</sub>	17	4,533 <sup>1</sup> / <sub>3</sub>
Subordinate service, class 4, at Rs. 183 <sup>1</sup> / <sub>3</sub>	15	2,750
Subordinate service, below 4, at varying rates	22	2,831 <sup>1</sup> / <sub>4</sub>
		<hr/> 20,097 <sup>1</sup> / <sub>1</sub> <sup>1</sup> / <sub>2</sub>
Add 12 new posts as above		5,400
		<hr/> 25,497 <sup>1</sup> / <sub>1</sub> <sup>1</sup> / <sub>2</sub>

The scheme which it is proposed to introduce, on the principle of adopting the fixed rates of pay mentioned above and including in each class the existing number of officials who draw that pay or the nearest approach to it, is as follows:

Class	Present Distribution		New Posts	Total	Cost	Ultimate distribu- tion	Ultimate cost
	Unclassified list	Subordinate service					
1.	2	3	4	5	6	7	8
1st, at Rs. 800	—	—	1	1	Rs. 800	1	Rs. 800
2nd, at Rs. 700	1	—	1	2	1,400	2	1,400
3rd, at Rs. 600	—	—	2	2	1,200	4	2,400
4th, at Rs. 450	1	5	2	8	3,600	8	3,600
5th, at Rs. 350	3	9	3	15	5,250	16	5,600
6th, at Rs. 250	7	17	3	27	6,750	25	6,250
7th, at Rs. 200	3	15	—	18	3,600	22	4,400
8th, at Rs. 150	—	22	—	22	3,300	17	2,550
Total	15	68	12	95	25,900	95	27,000

The last two columns show a distribution of the total number which would ensure more even and regular promotion, but it would entail a somewhat higher cost. This additional cost might, however, be justified by the large reduction in expenditure which will follow on the decrease in the superior staff, and the Lieutenant-Governor would ask for sanction to the distribution proposed in column 7, leaving him to work up to it as financial and administrative considerations permit. For the present the distribution would be more nearly approaching to that shown in column 5, giving a total cost of Rs. 25,000, which is almost identical with the present expenditure,

Rs. 26,095; but the new posts in the first three classes would only be gradually filled as the holders of the offices for which those posts are designed increase in seniority. If it is found in working out this scheme that any present incumbents suffer, sanction is asked to make up to them by a personal allowance for any loss they would incur by being graded in any of these classes. The number of posts provided in columns 5 and 7, if the scheme is approved, would be rateably reduced as the strength of the service is brought down, through the transfer of the Hooghly, Rajshahye and Krishnagar Colleges, to 80.

18. If these proposals are approved, the only officials in the unclassified list, whom it is impossible to bring into the new classes, will be Mr. Bobbins,<sup>1</sup> Superintendent of the School of Art, at Rs. 1,000, and the Law Lecturers who are paid by fees, not by salaries.

I have the honour to be, Sir,

Your most obedient servant,

C.E. BUCKLAND

Offg. Secretary to the Government of Bengal

*Home-Education, A Proceedings, October 1891, no. 102.*

### DOCUMENT No. 31

*The Government of India requests the Lieutenant-Governor of Bengal to submit the revised proposal for reorganisation of Education Department in that Province with such modification as may be deemed necessary after a consideration of Secretary of State's proposals of 28 January 1892.*

No. 128

Dated Calcutta, the 26th March 1892

*From:* J.P. Hewett, Esq., C.I.E., Officiating Secretary to the Government of India

*To:* The Secretary to the Government of Bengal, General (Education) Department

With reference to your letter no. 267, T.G., dated the 28th September 1891,<sup>2</sup> forwarding a scheme for the reorganisation of the Education Department in Bengal, I am directed to forward a copy of the papers marginally noted<sup>3</sup> on the subject of the future constitution of the Educational Service in India, and to say that final orders cannot now be passed on the scheme proposed by the Bengal Government until the

<sup>1</sup>An artist, designer and art master, William Henry Jobbins was appointed Superintendent, Government School of Art, Calcutta by the Secretary of State in May 1887. He continued in that position till 1896.

<sup>2</sup>See Document no. 30.

<sup>3</sup>Not included here. For the text of the papers see Document nos. 83 and 84.

Secretary of State's Despatch of the 28th January 1892 has been fully considered.

1. Extract (Paragraphs 4 and 5) from the Despatch from the Government of India to the Secretary of State, no. 17 (Public), dated the 25th March 1891; and

2. Despatch from the Secretary of State, no. 9 (Public-Educational), dated the 28th January 1892.

I am to request that the Government of India may be favoured with an expression of the opinion of His Honour the Lieutenant-Governor on the various points raised in the Despatch with especial reference to the suggestions made in paragraphs 5 and 6 in respect of the pay and position of the Educational Officers to be recruited in England, and also as to the question raised in paragraph 7. I am at the same time to ask that His Honour's proposals as to the Bengal Educational Department may be re-submitted in due course with such modifications as he may recommend after a consideration of the Secretary of State's suggestions.

*Home-Education, A Proceedings, March 1892, no. 68.*

## DOCUMENT No. 32

*The Secretary to the Government of Bengal conveys to the Secretary, Government of India, Home Department, the views of the Lieutenant-Governor on the various questions raised by the Secretary of State in his letter dated 28th January 1892.*

No. 1851

Calcutta, the 29th June 1892

*From:* C.E. Buckland, Esq., Secretary to the Government of Bengal

*To:* The Secretary to the Government of India, Home Department

Sir,

I am directed to acknowledge the receipt of your letter no. 128, dated the 26th March 1892, and its enclosures, on the subject of the reorganisation of the Education Department in Bengal. You request that the Government of India may be favoured with an expression of the opinion of the Lieutenant-Governor<sup>1</sup> on the various points raised in the Despatch from the Secretary of State, no. 9, Public (Education) dated the 28th January 1892,<sup>2</sup> with special reference to the suggestions made in paragraphs 5 and 6 in respect of the pay and position of the Educational Officers to be recruited in England, and also as to the question raised in paragraph 7, whether the terms of

<sup>1</sup>Sir Charles Elliott.

<sup>2</sup>See Document no. 84.

educational service should not include a stipulation that Government reserves the right, to require an Educational Officer recruited in England to retire on the gratuity or pension appropriate to his length of service (being over five years), if it is deemed to be the public interest that he should so retire, though not permanently declared incapacitated by bodily or mental infirmity.

2. In reply, I am to submit, for the information of the Government of India, a copy of the papers.<sup>1</sup> As Sir Alfred Croft made over charge of his duties as Director of Public Instruction to Mr. Tawney on the afternoon of the 14th and sailed for Europe on furlough on the 12th April 1892, there was no time to make an official reference to him in the matter.

3. With regard to the 3rd paragraph of the Despatch relating to the terms of appointment of Educational Officers, I am to say that the Lieutenant-Governor agrees with His Lordship's suggestion as here explained, and thinks that a period of probation for five years would be useful, it being understood that at the end of five years Government may, if the officer is willing, prolong his service permanently or for a period, or else may refuse to prolong it. This arrangement agrees generally with what has been recently prescribed as to the recruitment of chaplains, and ought to provide sufficiently against the appointment of bad bargains or men of poor constitution. This being conceded, the further provision suggested in paragraph 7 of the Despatch would be unnecessary, and would decrease the readiness of men to take employment under Government, as it would reduce a feeling of security.

4. As regards paragraph 4 of the Despatch, it may be observed that a scheme of full detail was drawn out in paragraphs 8 and 10 of this Government letter no. 267 T.G., dated 28th September 1891,<sup>2</sup> showing how the appointments to Principalships, Professorships and Inspectorships should be distributed between the future Superior service and the proposed new higher grade of the Provincial service, ten of whom (out of thirteen) should be trained in England. For facility of reference those proposals are repeated here (the second column being revised to show the Superior staff, as it stood on the 1st June 1892), in the following tabulated form:

In column 8 of the original list, the total was 12 and only two Inspectors were entered. It is, however, desirable to include here the appointment of Inspector of European Schools, who is now on the unclassified list, and who should probably be recruited, and should certainly be trained in England.

5. In paragraph 14 et seq. of the above quoted letter, are entered the proposals of this Government as to the other appointments to be included in the Provincial service; but this portion of the scheme of reorganisation is not touched on in the Secretary of State's Despatch.

<sup>1</sup>Not included. The papers contained: Note by Sir Alfred Croft, dated 6 April 1892 and letter from Mr. C.H. Tawney, no. 3757, dated the 9 May 1892.

<sup>2</sup>See Document no. 30.

Institution or office	Present Superior staff (1st June 1892)	Proposed Cadres										Remarks
		Superior service					Provincial service					
		Principals	Professors	Total	Principals	Professors	Total	Grand Total				
1	2	3	4	5	6	7	8	9	10			
Presidency College	11	1	8	9	—	4	4	13	(a)	One sub pro tem in class IV, Mr. Heaton.		
Sibpur College	3 (a)	1	2	3	—	1	1	4				
Paina College	4	1	2	3	—	1	1	4				
Cuttack College	—	1	1	2	—	1	1	3				
Dacca College	4	1	—	1	—	2	2	3				
Calcutta Madrassa	1	1	—	1	—	1	1	1		(b) The Inspector of English schools, who was omitted in the original list, has been included here.		
Hooghly College	3	—	—	—	—	—	—	—				
Sanskrit College	1	—	—	—	1	—	1	1				
Inspectors of Schools	4	—	—	3	—	—	2(b)	6				
Furlough	1(c)	—	—	3	—	—	—	3	(c)	Mr. Mann on furlough.		
Deputation	1(d)	—	—	—	—	—	—	—	(d)	Mr. Prothero on deputation as Director of Public Instruction in Assam.		
	33	—	—	25	—	—	13	38				

6. With reference to paragraph 6 of the Despatch, I am to say that it was stated in this office letter no. 267 T.G., dated the 28th September 1891, that His Honour would prefer to leave to the Government of India the determination of the pay of the several grades of the new superior service, as it requires the wider view which their position enables them to take of the requirements of all Provinces, and also a knowledge of the state of the English educational market with which the Secretary of State and his advisers are best acquainted. In Sir Alfred Croft's opinion the pay should be fixed at Rs. 700 per mensem for the first five years, rising in the next five years to Rs. 1,000; while Mr. Tawney thinks it should be fixed at Rs. 700 for four years, and should then rise by six annual increments to Rs. 1,000. Sir Charles Elliott's personal opinion is that these rates are unnecessarily high, and that first-class men can be secured at cheaper rates. Instances have been brought to his notice, even within the last few years, and with a low rate of exchange, of such men being tempted to accept appointments in private educational institutions in India on insecure salaries of Rs. 300 and 400. There are certainly an increasing number of men who are taking first class degrees, and for them the avenues to employment are not increasing, so that Government would expect competition to bring down the market rate of their services. But His Honour does not possess any special or wide knowledge of the question, and he would therefore prefer to leave its decision to those who have.

7. But whatever pay is fixed for the different grades of educational officers, it should be left to the Local Government to regulate their promotion. It would be unwise to lay down any rule that promotion to a certain grade must involve a change in office. As to Inspectors of Schools, the proposals made by this Government that three should belong to the Superior service and two to the Provincial service, meet the requirements of the Secretary of State: but even this should be laid down more as a principle for general guidance than as an absolute rule; since it might be to the benefit of the public service to employ more officers of the Superior staff on education proper, and fewer on Inspection, or vice versa, according to their personal qualifications. As to Headmasters recruited from England, that is, recruited through the Indian Office, there are none under this Government, and none are at present required. The Lieutenant-Governor agrees with Sir A. Croft in disapproving the proposal to give staff pay to Principals as such; nor would he wish to be bound by any rigid rule. In this Department, as in all others, promotion should go by seniority tempered by selection: and the fact that an office is chosen for an important post would generally be a reason for giving him special advancement.

8. Sir Charles Elliott trusts that, with these remarks before them, and reading this letter as a part and continuation of that of the 28th September 1891, the Government of India will be able to pass early orders on the

scheme submitted for their consideration.

I have the honour to be, Sir,

Your most obedient servant,

C.E. BUCKLAND

Secretary to the Government of Bengal

*Home-Education, A Proceedings, August 1893, no. 55.*

### DOCUMENT No. 33

*The Secretary to the Government of Bengal submits for the sanction of the Government of India a scheme for the redistribution of Circle Inspectors, Joint Inspectors and Assistant Inspectors of Schools in Bengal, which was accepted by Sir Charles Elliott before leaving India.*

No. 426 T.G.

Darjeeling, the 10th July 1893

*From:* H.H. Risley,<sup>1</sup> Esq., Secretary to the Government of Bengal

*To:* The Secretary to the Government of India, Home Department

Sir,

I am directed to submit, for the sanction of the Government of India, the following scheme for the redistribution of Circle Inspectors, Joint Inspectors, and Assistant Inspectors of Schools in Bengal.

2. The question of framing such a scheme arose out of an application by the Director of Public Instruction for the appointment of an Assistant Inspector of Schools for the Dacca Division. Sir Charles Elliott was of opinion that his application could not be justified, desired the Director to reconsider the question of the distribution of the Circle Inspectors, Joint Inspectors and Assistant Inspectors of Schools in Bengal and to favour the Lieutenant-Governor with an expression of his views as to how many of such officers there should actually be, what areas should be under them, and what areas should be their duties of inspection and management. In reply the Director of Public Instruction submitted two schemes—on to divide Bengal into four Inspector's circles, consisting of two divisions each, leaving Orissa in charge of a Joint Inspector; and the other providing three circles only, each containing three divisions. Under the first of these schemes the proposed Inspector's circles were to be—

<sup>1</sup>Herbert Hope Risley joined the Bengal Civil Service in 1873. He was Secretary to the Government of Bengal (1891), Member of the Bengal Legislative Council (1892-93), Census Commissioner (1899-1902) and Home Secretary to the Government of India (1902). He is the author of *Primitive Marriage in Bengal: Tribes and Castes of Bengal*, etc.

- (1) Presidency and Chota Nagpur Divisions (*as at present*). Area 38,034 square miles. Number of schools 8,433.
- (2) Patna and Bhagalpur Division (*as at present*). Area 44,186 square miles. Number of schools 14,101.
- (3) Dacca and Chittagong Divisions (*as at present*). Area 27,163 square miles. Number of schools 21,113.
- (4) Rajshahi and Burdwan Division. Area 31,301 square miles. Number of Schools 14,439.
- (5) Orissa<sup>1</sup> under a Joint Inspector. Area 8,172 square miles. Number of schools 8,238.

Under the second scheme, which provides for three circles, it was proposed to apportion the circles in one or other of the two following ways:

- (a) The Presidency Circle, to include the Presidency, Burdwan, and Orissa Divisions, in all 14 districts, having an area of 34,196 square miles, with 25,443 schools. The North Eastern Circle, with head-quarters at Dacca, to include Rajshahi, Dacca and Chittagong Divisions, in all 15 districts, having an area of 44,514 square miles, with 24,631 schools. The Bihar Circle, to include Patna, Bhagalpur, and Chota Nagpur Divisions, in all 17 districts, having an area of 71,152 square miles, with 16,260 schools, or
- (b) The Presidency, or Southern Circle, comprising the Presidency, Chittagong, and Orissa Divisions, in all 13 districts, with 32,358 square miles and 22,720 schools. The Northern Circle, comprising the Dacca, Rajshahi and Burdwan Divisions, in all 17 districts, with 46,352 square miles and 27,354 schools. The Western Circle, comprising, as above the Bhagalpur, Patna and Chota Nagpur Divisions, in all 17 districts with 71,152 square miles and 16,260 schools.

3. After careful consideration of these proposals, Sir Charles Elliott approved the scheme (b) under which three officers of the superior graded service (of whom at least two should be Europeans) will be appointed as Circle or Chief Inspectors of Schools, having under them a Divisional Inspector of the Subordinate Service for each Commissioner's Division. There will thus be three Chief Inspectors and nine Divisional Inspectors, who will take the place of the five Circle Inspectors and eight Assistant Inspectors of the existing arrangement. The Inspector of the Circle will be designated the Chief Inspector, and will be generally responsible for the supervision of all kinds of education (except University education) in his circle; but his chief concern will be with colleges under officers of the Subordinate Service, with special schools and with High Schools, more particularly those at headquarters of districts and subdivisions. The Divisional Inspectors will occupy themselves principally with High Schools receiving grants-in-aid, and with all middle class schools. They will also

<sup>1</sup>Excluding Tributary States of Orissa.

test the work of the Deputy and Sub-Inspectors by occasional visits to schools of a lower class.

4. The accompanying propositions statement, which has been verified by the Accountant-General shows in details the present establishments of Circle and Assistant Inspectors of Schools, and the establishments which the new Chief Inspectors and the nine new Divisional Inspectors will require under the revised arrangement. After providing for the required establishments, there will be an ultimate net saving of Rs. 61-8 a month, or Rs. 738 per annum.

5. It will be remembered that in paragraphs 8, 13 and 14 of this Government letter no. 267 T.G., dated the 28th September, 1891, and in paragraph 4 of letter no. 1851, dated the 29th July 1892,<sup>1</sup> it was proposed, as part of the basis of the scheme for the reorganisation of the Bengal Educational Service, to have as inspecting officers of the higher rank—

**Proposed Cadre**

	<i>Superior service</i>	<i>Provincial service</i>	
Inspectors	3	3	(Including Inspector of European Schools)
Inspectress	—	1	
Joint and Assistant Inspectors	—	9	
Inspectors of Muhammadan Schools	—	2	
Total	3	15	

Under the present proposal the officers will be distributed as follows:

	<i>Superior service</i>	<i>Provincial service</i>
Chief Inspectors	3	—
Inspector of European Schools	—	1
Divisional Inspectors	—	9
Inspectress of Schools	—	1
Inspectors of Muhammadan Schools	—	2
Total	3	13

The result of the present proposals will therefore be to reduce the number of appointments in the proposed Provincial Service by two, i.e., from 95 (as shown in paragraph 14 of letter no. 267 T.G., dated the 28th September 1891) to 93. Sir Charles Elliott was of opinion that it was desirable to retain high appointments for all Divisional Inspectors, who would under the scheme for redistributing circles explained, have considerably increased powers entitling them to posts of a value of not less than Rs. 250 a month, and I am therefore to recommend that the reduction arising out of the redistribution now proposed should be made by striking out two of the proposed 7th grade appointments (Rs. 200 per month) provided in column 7 (ultimate distribution) of the statement in paragraph 17 of the letter of 28th September 1891. The savings thus effected amount to Rs. 400 a month, or

<sup>1</sup>The proper reference is no. 1851, dated 29 June 1892.

Rs. 4,800 per annum, the total saving being Rs. 4,800 *plus* Rs. 738, or Rs. 5,538 per annum.

6. The principle involved in the foregoing scheme for the redistribution of the higher inspection agency was fully considered by Sir Charles Elliott and the scheme was definitively accepted by him before leaving India. The delay in reporting it for the sanction of the Government of India has arisen from the necessity of obtaining from the Accountant-General the proposition statement annexed, which has taken some time to prepare. Sir Antony MacDonnell cannot withhold from the Government of India any proposal sanctioned by his predecessor: but in submitting this proposal he would beg leave to make the following remarks. It has hitherto been accepted by this Government and by the Government of India that there should be five Inspectors of Schools in Bengal, and that not more than two Inspectors should be Natives of India, leaving three European officers. The proposal now made reduces the number of European officers to two, as it is contemplated that one of the three shall be a native officer; and if the proposal be sanctioned, the tendency will be towards the still further substitution of Native for European agency. The Province of Bengal is so large, and the work of inspection, especially under the policy of transferring the charge of education to local bodies, so onerous if properly done, that the Officiating Lieutenant-Governor is not satisfied of the prudence of reducing the staff of highly trained Superior officers, or diminishing the European agency. The existing plan of having a staff of five Circle Inspectors of the graded service for the Province, with an Assistant Inspector for each division and Deputy and Sub-Inspectors for each district, seems to him a more prudent and efficient arrangement. Sir Charles Elliott's proposals now made will reduce the inspecting staff by two officers, while by increasing the area in the charge of the superior inspecting staff—already very large—the efficiency of these officers for purposes of inspection must, it would seem, be reduced.

But having said this much, the officiating Lieutenant-Governor<sup>1</sup> feels it, his duty to submit the scheme for the orders of the Government of India. If sanction is given, the number of appointments in the 7th class, as shown in column 7 of the table appended to paragraph 17 of letter no. 267 T.G., dated the 28th September 1891, will be reduced from 22 to 20, and the cost in column 8 from Rs. 4,400 to Rs. 4,000.

I have the honour, to be Sir,

Your most obedient servant,

H.H. RISLEY

Secretary to the Govt. of Bengal

*Home-Education, A Proceedings*, August 1893, no. 66.

<sup>1</sup>Antony Patrick MacDonell officiated as Lt. Governor of Bengal from 30 May to 30 November 1893 during C.A. Elliott's absence on leave.

## DOCUMENT No. 34

*The Secretary to the Government of India communicates to the Government of Bengal, the decisions on the reorganisation of the Education Department of Bengal, cautions that the new arrangement should not involve extra expenditure; and finally calls for a Proposition Statement.*

No. 261

Simla, the 22nd August 1893

**From:** C.J. Lyall, Esq., C.S.I., C.I.E., Secretary to the Government of India

**To:** The Secretary to the Government of Bengal, General (Education) Department

Sir,

I am directed to reply to your letter no. 1851 dated the 29th June 1893, forwarding the recommendations of the Bengal Government regarding the proposals made by the Secretary of State in his Despatch no. (Public-Educational), dated the 28th January 1892,<sup>1</sup> in connection with the reorganisation of the Educational Services in India.

2. The Government of India find that it is necessary, before they are in position to submit the various Provincial schemes of reorganisation to the Secretary of State, to make a further reference to Local Governments and Administrations on certain points. It is also necessary that proposition statements should be carefully prepared by each Local Government, so that the financial effect of the reorganisation may be exactly estimated. I am now to request that, under the orders of His Honour the Lieutenant-Governor, a proposition statement may be prepared for Bengal; and, in order to enable this to be done, I am to communicate the decisions contained in the following paragraphs at which the Government of India have arrived.

3. The Governor-General in Council desires to convey the caution that the present financial condition is such that proposals for additional expenditure cannot be entertained. It is important that the new arrangements should, if possible, involve no expenditure in excess of that which is now being incurred; and His Excellency in Council hopes that this principle will be borne in mind in preparing the final scheme of reorganisation for the Lower Provinces.

4. There are two preliminary matters connected with the reorganisation on which some further explanation is required. The first is the designation of the three services into which the Educational Department is to be divided in future. The Department will consist of (A) the Superior Service, and (B)

<sup>1</sup>See Document no. 84.

the Subordinate Service. The Superior Service will consist of two branches, one branch including the posts to be filled by the persons recruited in England, which might be called the European Service; and the other including the posts to be filled by persons recruited in India, which might be called the Provincial Service. In accordance with the principles which have been adopted for the Judicial and Executive Services and some other Departments, the Government of India propose that the three divisions of the Educational Department should be designated (i) the European Educational Service, (ii) the Provincial Educational Service, and (iii) the Subordinate Educational Service. The term "European" has been decided upon instead of the term "Imperial" which has been adopted in certain other Departments, as the latter would not be suitable for the Educational Service which will be restricted to a particular Province.

5. The second question for determination is where the dividing line should be drawn between the Provincial (Superior) and Subordinate Services. In paragraph 5 of their Public Despatch no. 17, dated the 25th March 1891<sup>1</sup> (extract forwarded with Home Department letter no. 128, dated the 26th March 1892), the Government of India had proposed that it should be drawn so as to include all appointments on pay of more than Rs. 200 a month in the former service, while all posts on Rs. 200 or less would be classed as subordinate. On full consideration, however, they are inclined to think that the correct principles of demarcation are: (1) that the line between the two services should be drawn rather according to the nature of the offices held than according to pay; (2) that, generally, Professors, Inspectors and Joint and Assistant Inspectors should be included in the Provincial Service; and that Deputy Inspectors, Headmasters of District Schools and officers of lower rank should belong to the Subordinate Service; (3) as regards *other* offices, that those carrying less pay than Rs. 200 a month should not, except for very special reasons, be placed in the Provincial Service and that, on the other hand, offices on higher pay than Rs. 200 (such as the Senior Deputy Inspectorships) may, at the discretion of the Local Government, be classed in the Subordinate Service.

The distribution of appointments made by the Government of Bengal between the two services, which is generally in accordance with these principles, is approved by the Government of India (vide paragraph 13 of your letter no. 267 T.G., dated the 28th September 1891).<sup>2</sup>

6. It is desirable that the same classes of offices should be entered in the same service in each Province. I am to request that, with the permission of His Honour the Lieutenant-Governor, the Government of India may be furnished with a list of all the appointments in the Superior Educational Service, showing separately those (1) in the European Service, (2) in the

<sup>1</sup>See Document no. 83.

<sup>2</sup>See Document no. 30.

Provincial Service, and (3) unclassified, i.e., not definitely placed on either of the above lists.

7. Turning now to the financial side of the reorganisation I am to say that the Government of India have decided that the ordinary rate of pay for Professors and Inspectors recruited in England should be Rs. 500-50-700 a month during their probationary period of five years, and Rs. 750-50-1,000 in their second period, the maximum of Rs. 1,000 being attained at the end of the ten years. This will be the general rule, but it must necessarily be left open to the Secretary of State to offer a fixed pay of Rs. 600 a month (the equivalent of Rs. 500-50-700) for the probationary period in special cases or even to offer higher pay, not exceeding Rs. 700, when the services of a competent officer cannot otherwise be secured.

8. The question then arises whether any increase of pay should be given to these officers after they have attained the maximum of Rs. 1,000. In paragraph 6 of his Despatch no. 9 (Public-Educational), dated the 28th January 1892, the Secretary of State asked the Government of India to consider whether higher pay should not be open to a Professor, as such. Although the position and prospects of Educational officers recruited in England will be considerably improved under these proposals, the Government of India are inclined to think that it would be an undesirable arrangement, and one which might possibly create discontent in the Service, if a large proportion of its members were to attain the highest pay open to them after ten years' service; for it is probable that some officers will never obtain one of the personal allowances which are to be given only in special cases, while others may only obtain one of them at a much later period of their service than ten years. To meet this difficulty, the Bombay Government have proposed that an officer of twenty years' approved service, whose total salary does not exceed Rs. 1,000, should be given a special allowance of Rs. 100 a month, and that, if the allowances were refused to him, he should be called upon to retire. The Government of India are inclined to the opinion that the principle of the proposal is a good one; but they would prefer to substitute fifteen years' service for twenty as the period after which the special allowance would be available or the officer might be called upon to retire. I am to invite the opinion of His Honour the Lieutenant-Governor both on the proposal of the Bombay Government and on the alternative suggested above. The point should be considered with reference to the Secretary of State's suggestion<sup>1</sup> that a stipulation should be included among the terms of Educational Service, reserving to Government the right of retiring an officer of more than five years' service if it is deemed to be to the public interest that he should so retire, though not permanently incapacitated by bodily or mental infirmity.

<sup>1</sup>Paragraph 7 of Secretary of State's Despatch no. 9 (Public-Educational), dated 28 January 1892. See Document no. 84.

9. As regards the question how the salaries of Principals of Colleges and the Senior Inspectors are to be fixed, the Government of India are of opinion that the system of granting personal allowances to the holders of these posts should be adopted, and that the allowances should be progressive, so as to correspond to some extent with the higher rates of the pay in the present Graded List, which will be supplanted by the new system. There appear at present to eight appointments in the 1st and 2nd grades of the Bengal Graded List; and the Government of India consider that about six or seven such personal allowances would probably be sufficient for Bengal. I am accordingly to suggest for consideration the following scale of allowances for Principals and Senior Inspectors of the European Service to be employed in the Province of Bengal: (a) two or three of Rs. 250-50-500; (b) from three to five of Rs. 200-10-250.

The Director of Public Instruction, Assam, who is an officer of the Bengal Educational Service, should be given a personal allowance of Rs. 200-10-250 a month. I am to request that the Governor-General in Council may be favoured with the views of His Honour the Lieutenant-Governor on these suggestions.

10. With references to the Secretary of State's suggestion<sup>1</sup> that at least half the Inspectorships should be transferred to the Provincial Service, the Bengal Government proposes that three Inspectors should be recruited in England and three in India. The Government of India approve this distribution of appointments between the two services. One Inspectorship should, however, be added to the European Service on account of the post of Director of Public Instruction, Assam. I am to observe at the same time that the remark (paragraph 4 of your letter) that the Inspector of European Schools "should probably be recruited, and should certainly be trained, in England," appears to be inconsistent with the inclusion of this appointment in the Provincial Service. I am to inquire whether the intention of the Bengal Government is that this officer should be recruited in India or in England.

11. Upon the question of the transfer of Professors to the office of Inspector which is noticed in paragraph 6 of the Secretary of State's Despatch of 28th January 1892, the Government of India have come to the conclusion, in concurrence with the Bengal Government, that this is a matter which must be left to the discretion of Local Governments, who will be best able to judge whether a particular Professor should be permanently or temporarily appointed to an Inspectorship.

12. As regards the prospects of existing members of the graded service, the Government of India are of opinion that no officer now in the Graded List should suffer by the reorganisation. The proposed scheme is chiefly designed to better the prospects of Educational officers in the earlier period

<sup>1</sup>Paragraph 6 of Secretary of State's Despatch no. 9 (Public-Educational), dated 28 January 1892. See Document no. 84.

of service, and much dissatisfaction would be caused if those now in the 3rd and 4th grades were declared ineligible to rise to the two higher grades. The Governor-General in Council has therefore decided that every officer who has been permanently appointed to the Graded List should be given the option of coming under the new scheme, or of continuing on the Graded List and obtaining promotion as vacancies occur on it, subject to the condition that only those considered fit for promotion will get it.

13. The question has been raised in this correspondence whether the post of Director of Public Instruction should be treated as exclusively reserved for officers of the Educational Department. A reference to paragraphs 2 and 6 of Home Department Resolution no. 10/300-10, dated the 4th September 1886<sup>1</sup> will show the view which has already been expressed by the Government of India on this matter. While the Governor General in Council is of opinion that the appointment should not be entered in the lists now to be prepared as exclusively reserved for the Educational Department, he would have it remembered that, for the reasons stated in the Resolution quoted above, the omission of the post from the lists should not interfere with the principle that, *ceteris paribus*, the appointment is to be given to a member of the Educational Service.

14. The question of the pay to be given to members of the Provincial Educational Service, when acting in temporary vacancies in posts ordinarily filled by members of the European Service, has only been referred to by three Local Governments, and seems to require further consideration. The Government of India, while reserving a final opinion, are inclined to think that the principle recommended by the Bombay Government,<sup>2</sup> namely, that the salary of a Provincial Officer so officiating should be assimilated to that of the Professor or Inspector on the Provincial List (or, in other words, that an officer of the Provincial Service acting in a Professorship or Inspectorship on the European List should draw acting allowance on the salary of a Provincial Professor or Inspector), is the right principle and should be adopted. There would, however, be a difficulty in giving effect to it in cases in which all the members of the Provincial Service are graded together and their pay is personal, no definite pay being assigned to Professorships or Inspectorships as such. The Government of Madras have proposed that Provincial Service officers officiating for officers of the European Service should receive an extra allowance of Rs. 100 a month. I am to invite the opinion of the Lieutenant-Governor on these proposals.

15. With reference to the detailed scheme of reorganisation recommended

<sup>1</sup>It contains the instructions of the Government of India in regard to the best mode of giving a thoroughly practical training to educational officers both in the use of Vernacular languages and in administrative work such as would qualify them for the highest office open to them, namely, the Directorship of Public Instruction. See Document no. 3.

<sup>2</sup>Paragraph 11 of Bombay Government's letter no. 1725, dated 13 August 1892. See Document no. 52.

by His Honour the Lieutenant-Governor, I am to say that, subject to the following remarks, the scheme is approved by the Government of India.

It is stated in paragraph 18 of your letter no. 267 T.G., dated the 28th September 1891, that the only appointments which it will be impossible to bring into the new classes will be the Superintendentship of the School of Arts (pay Rs. 1,000) and the Law Lecturerships, which are paid by fees, not by salaries. The Government of India are, however, of opinion that, as the Superintendentship will have to be recruited for in England, the appointments should, as is proposed in Madras and Bombay, be entered in the European Service List, which should, as far as possible, show all posts to be filled by recruitment in England.

The Bengal Government proposes to fix the highest pay of the Provincial Service at Rs. 800 a month. In their Despatch no. 17 of the 25th March 1891, however, the Government of India contemplated fixing the highest grade at Rs. 700 a month. The Governor-General in Council, I am to say, is still of this opinion; and he thinks it desirable that the rates of pay should be uniform in all Provinces.

I am to request that, with the permission of His Honour the Lieutenant-Governor, the scheme for the reorganisation of the Educational Department in Bengal may be revised on the lines indicated above.

16. The Government of India would be glad to receive a reply to this letter and the requisite proposition statement at an early date.

17. I am to add that, since the preceding paragraphs were written, your letter no. 426 T.G., dated the 10th ultimo, forwarding a scheme for the redistribution of Circle Inspectors and Joint and Assistant Inspectors of Schools in Bengal, has been received. As it is desirable that the list of appointments in the Superior Educational Service (European as well as Provincial) should be complete, I am to request that, with His Honour's permission, the proposals which His Honour may think suitable, may be included in the general scheme for the reorganisation of the Educational Department in Bengal and submitted for the consideration of the Government of India.

I have the honour to be, Sir,

Your most obedient servant,

C.J. LYALL

Secretary to the Government of India

*Home-Education, A Proceedings, August 1893, no. 70.*

## DOCUMENT No. 35

*The Bengal Government submits to the Government of India a Proposition*

*Statement; gives a cadre of the Provincial Service agreeing with the principles approved; submits the list, no appointment being unclassified; agrees to certain service conditions and allowances; and finally calculates the increased expenditure by their officers exercising the option of coming under the new terms and objects.*

No. 717

Calcutta, the 28th February 1894

**From:** C.E. Buckland, Esq., Secretary to the Government of Bengal  
**To:** The Secretary to the Government of India, Home Department

Sir,

I am directed to acknowledge the receipt of your letter no. 261, dated the 22nd August 1893, on the subject of the reorganisation of the Educational services in India, and in reply to represent the views of the Lieutenant-Governor on the questions which still have to be settled in connection with the Superior and Provincial Educational Services in Bengal.

2. The points on which further observations are required will be made clearer by a statement of those regarding which His Honour concurs with the proposals of the Supreme Government. Those are that the term "European Service" should be substituted for "Imperial Service", that the three divisions of the Educational Department should in future be designated (I) the European Educational Service, (II) the Provincial Educational Service and (III) the Subordinate Educational Service; that the recruits for the European Service should begin ordinarily on a rate of pay of Rs. 500-50-750 a month during probationary period of five years, power being reserved to the Secretary of State to offer in special cases a fixed salary of Rs. 600 or more, not exceeding Rs. 700 a month; they they should receive Rs. 750 rising to Rs. 1,000 in their second period of five years, the maximum of Rs. 1,000 being attained at the end of ten years; that after fifteen years of approved service an additional special allowance of Rs. 100 a month should be given to those who do not receive one of the special personal or staff allowances mentioned below; that those who are not thought worthy of receiving this additional allowance of Rs. 100 a month may be called on to retire; that Government should have the right of making an officer retire at the end of five years' service if it is deemed to be in the public interest that he should so retire; and that personal or staff allowances of Rs. 200-10-250 and Rs. 250-50-500 should be given to officers holding certain posts.

3. It remains to consider, as concerning the future European service, (a) the number of posts in the cadre, (b) the number of personal or staff allowances and the officers or classes of officers eligible for them.

4. With regard to the first of these questions, it was recommended in this

Government's letter no. 1851 dated the 29th June 1892, that the Superior, i.e., the European service, should consist of 25 officers, comprising:

6 Principals of 6 Colleges; 3 Inspectors of Schools;

13 Professors of 4 Colleges; 3 to fill vacancies caused by furlough or deputation.

In His Honour's opinion this list should be revised to some extent. The Cuttack College, which is of less importance than the others with which it was classed, might be omitted from the list of Colleges reserved for the European service, leaving five Principals and five Colleges. The posts of the Director of Public Instruction, Assam, and of the Superintendent of the School of Art, Calcutta, should be added to the list, and the post of the Inspector of European Schools should be omitted.

After considering the views expressed by Sir Antony McDonnell during his incumbency as Officiating Lieutenant-Governor and those communicated by Sir Alfred Croft since his return from furlough, the Lieutenant Governor proposes that there should be four Circle Inspectors of Schools for the eight Commissioners' divisions in Bengal (excluding Orissa), a Joint-Inspector for Orissa, and eight Assistant Inspectors of Schools for the divisions under the four Circle Inspectors. Of these, two Inspectors should belong to the European service, and the rest to the Provincial Service. The Inspector of European Schools should be appointed in England, not from among men who have taken high University degrees, but from among men who are thoroughly acquainted with the working and inspection of Board schools. He would be selected from a class less highly educated, and should belong to the Provincial service. If these proposals are approved, the future European service would consist of 25 officers as follows:

	<i>Principals</i>	<i>Professors</i>	<i>Total</i>
Presidency College	1	8	9
Sibpur College	1	2	3
Patna College	1	2	3
Dacca College	1	1	2
Calcutta Madrasa	1	—	1
Director of Public Instruction, Assam	—	—	1
Inspectors of Schools	—	—	2
Superintendent of Arts Schools, Calcutta	—	—	1
To fill vacancies caused by furlough or deputation	—	—	3
<b>Total</b>	<b>5</b>	<b>13</b>	<b>25</b>

5. With reference to the grant of personal or staff allowances, I am to observe that the Superior branch of the service now contains 33 officers (including Mr. J. Willson in Assam), eight of whom are in the first and second classes. Bearing in mind the requisition that no officer should suffer by the reorganisation scheme, and that it will be open to every one to accept the new scale of pay or to remain on the old scale, it seems clear that those officers now in class III of the Education Department who are drawing Rs. 1,000 or nearly that amount would adhere to the old scale if the number of

the new personal or staff allowances is less than the number of posts in first or second classes, or less than eight, but that the junior officers, in class IV, would probably be ready to accept an immediate increase of pay as compensation for some diminished chance of rising ultimately to the higher classes. It is concluded then that 8 of these allowances must be granted while the service consists of 33 officers, or (roughly calculated) one personal or staff allowance to four appointments; but when the service comes down to 29 in number, the personal allowances may be reduced to 7, and when it comes down to 25 they may be further reduced to 6. Two would always be on the higher scale of Rs. 250-50-500, and the rest on the lower scale of Rs. 200-10-250. Of these, one on the lower scale would always be allotted to the Director of Public Instruction in Assam, and the rest, or five at present and three ultimately, would be given to officers serving in Bengal.

6. The manner in which these personal or staff allowances should be distributed has also to be determined. The Government of India propose that they should be allotted to Principals and Senior Inspectors of Schools; but Sir Alfred Croft desires to make them open also to the class of Professors at the Presidency College, in order to secure for that institution the picked officers of the Department;<sup>1</sup> and he would further rule that all who come into these three categories should be eligible for the allowances, which would be given as a rule to the senior among these officers. On this system there would be 5 Principals, 8 Professors and 2 Inspectors, 15 in all, eligible for the personal allowances, which it is proposed to fix at 7 in Bengal at first, and gradually to decrease to 5. On the whole, His Honour is prepared to support this proposal. But if in other provinces it is decided to treat these allowances as staff allowances attached to certain offices, he would have no objection to such a scheme being extended to Bengal. In that case the two Inspectors, the Principals of the Presidency and Sibpur Colleges and the Calcutta Madrasa, and the two senior Professors of the Presidency College, should be selected as recipients of the allowances. It would perhaps follow that these would be treated as local allowances in the sense of the Civil Service Regulations, drawn by the men actually holding the posts, and not taken away by officers on leave; but this would diminish the attractions of the new system to the officers now employed. It is requested that this Government may be favoured with a communication of the decision of the Government of India as to which of these two schemes is most consonant with the procedure to be adopted in all parts of India.

7. The proposition statement called for, showing the financial effect of

<sup>1</sup>It has been the policy of the Government to maintain the Presidency College at a very high level of efficiency and the Indian Education Commission also placed the College first in the list of those in Bengal which the Government ought in any case to retain. For details, see paragraph 11 and 12 of Sir Alfred Croft's letter no. 4509, dated 1 August 1891, *Home-Education, A Proceedings*, October 1891, no. 103 and *Report of the Indian Education Commission, 1882-83*.

the new scale of pay on the officers to be included in the European service, is herewith submitted.<sup>1</sup> The appointment of the Director of Public Instruction has not been included in this statement in accordance with the orders contained in paragraph 13 of your letter under reply. I am to explain that in preparing this statement it is assumed that, as above proposed, the personal or staff allowances are to be eight in number, and are to be given to the eight senior officers, including the Director of Public Instruction, Assam, who now are in the first two classes of the Education Department. In the first class there will be no change, as the higher allowances of Rs. 250-50-500 agree with the old rate of pay of the officers in that class. The officers in the second class will be better off, as, instead of rising from Rs. 1,000 to Rs. 1,250 by annual increments of Rs. 50 a month, they will begin on Rs. 1,200 and rise to Rs. 1,250 by annual increments of Rs. 10 a month. As, however, all the officers except the last already draw Rs. 1,250, they will derive no advantage and suffer no loss from the change; but the last, Mr. Slater, will be at once raised to Rs. 1,200. In the third class, eight officers are already drawing Rs. 1,000 per mensem, the full pay under the new scheme, but they all have been over 15 years in the Education Department, so that they all will receive the extra allowance of Rs. 100. The ninth officer, Mr. MacDonell, will have served 15 years by the 7th May 1894, so his name may be added as a recipient of the new allowance. He and the next seven down to no. 23 (inclusive) in the list have served over ten years, so their pay will be raised to Rs. 1,000, except in the case of those numbered 19<sup>2</sup> and 23,<sup>3</sup> whose salary is calculated at two-thirds rates a rule which, it is presumed, will continue to hold good in their cases as well as in that of no. 27.<sup>4</sup> The salaries of all the others will be increased except those of the three last in the list and no. 25,<sup>5</sup> whose pay is determined by special orders<sup>6</sup> giving him an increment of Rs. 10 per annum. The general result is an increase of expenditure in pay from Rs. 29, 39 <sup>2</sup>/<sub>3</sub> to Rs. 31, 930, or Rs. 2,533 <sup>1</sup>/<sub>3</sub> per mensem, or Rs. 30,400 per annum.

8. It seems to the Lieutenant-Governor very doubtful whether so large an increase as this can be borne by Provincial Revenues, or, supposing that it is bearable, whether it is right to divert so large a sum to increasing the pay of so small a class of officers to the extent indicated. If the Governments of

<sup>1</sup>Not included.

<sup>2</sup>Mr. H. Percival.

<sup>3</sup>Mr. Phani Bhushan Mukerjee.

<sup>4</sup>Mr. Jagdish Chandra Basu.

<sup>5</sup>Babu Radhika Prasanna Mukerjee.

<sup>6</sup>The Secretary of State had at first objected to relaxing the two-thirds rule (Despatch no. 98, Public-Educational, dated 5 September 1889). However, in a later Despatch (no. 19, dated 20 February 1890), he conceded as a special case to Babus Brahma Mohan Mallik and Radhika Prasanna Mukerjee an annual increment of Rs. 10 per mensem for every year's service in the Superior Graded Branch. For details see *Home-Education, A Proceedings*, April 1890, nos. 30-33.

India would assist the Provincial Revenues, to the extent of half the amount, this Government would undertake to provide the remainder. If not, Sir Charles Elliott must, on financial grounds, decline to give the additional Rs. 100 to the nine officers at the top of the third grade. It might be given ultimately when equilibrium has been established, i.e., when the pay of the combined European and Provincial Services no longer exceeds the present expenditure; or it might be refused to any one now in the service, confining it to those who may be appointed hereafter on the understanding that they will receive it. This would diminish the increase to Rs. 1,633  $\frac{1}{3}$  per mensem, Rs. 19,600 per annum.

9. It may be argued that the service will be so quickly and steadily depleted by retirements that a saving will be effected in a very few years which will more than compensate for the temporary increase. From the calculation appended to Statement A (of the European Service), it appears that the final cost of that service in Bengal will amount to Rs. 24,533  $\frac{1}{3}$  a month. It should, however, be remembered that the reduction will be gradual, though at the outset it would be rapid, as it is calculated that five of the present staff will retire in the next two years, or by the end of March 1896. If their places are not filled up, a saving would be effected of five places at the bottom of the list, on Rs. 500 and Rs. 550, say  $5 \times 525 \times 12 =$  Rs. 31,500. Grave inconvenience would, however, result if all recruitment were stopped until the number of officers came down to 25, as this event would, so far as can now be foreseen, occur in 1898, and, as the officers last appointed to the Department joined it in 1890, there would be an interval of about eight years between the last man now on the list and the next recruit. Probably it would be necessary to absorb every alternate vacancy and to fill up every other vacancy, and thus postpone the complete effect of the reduction until the fourteenth man to retire had left the service—an event which may be expected to occur in 1905; or if 57 be taken as the average ordinary age of retirement, and if a smaller number of vacancies than one in two were filled up (five new men being appointed for 12 vacancies), the cadre would be reduced to 25 in 1902.

10. Turning now to the proposed Provincial Service, it is in the first place necessary to determine the boundary line between it and the Subordinate Service. With reference to the views expressed in the 5th paragraph of your letter, the Lieutenant-Governor proposes to prescribe two limits for the Provincial Service—(1) that no one belonging to it should draw less salary than Rs. 150 a month, and (2) that all holders of certain offices should be in it; and (3) besides these he would include certain officers temporarily in the list, for special reasons which will be explained further on. The officers to be placed on the cadre are —

(1) Principals of Colleges (Sanskrit, Hooghly Krishnagar, Rajshahi, Cuttack, Chittagong)		6
(2) Professors, Arts Colleges:		
Presidency	7	38
Sanskrit	4	
Dacca	6	
Patna	1	
Hooghly	4	
Krishnagar	5	
Rajshahi	5	
Cuttack	5	
Chittagong	1	
(3) Professors, Civil Engineering College, (Professors of Physics, Mathematics, Surveying and Drawing, Headmaster and Teacher of Engineering, Apprentice Department)		6
(4) Lady Principal and two Professors, Bethune College, and Headmistress, Eden Female School		4
(5) Headmasters of Collegiate Schools (Hindu, Hare, Calcutta, Madrasa, Sanskrit, Hooghly Collegiate, Hooghly Branch, Dacca, Patna, Rajshahi, Krishnagar, Cuttack)		11
(6) Headmasters of Training Schools (Calcutta, Hooghly, Dacca, Patna, Chittagong, Cuttack, and Rangpur)		7
(7) Superintendents of Madrasas at Dacca and Chittagong, Headmaster, Murshidabad Nawab's Madrasa, and Head Maulvi, Calcutta Madrasa		4
(8) Headmaster, Kurseong Boarding School		1
(9) Assistant Superintendent and Headmaster, School of Arts		2
(10) Inspectors (including Orissa)		4
(11) Inspectress		1
(12) Assistant Inspectors		8
(13) Assistant Inspectors of Muhammadan Education		2
(14) Personal Assistant to Director of Public Instruction		1
Total		<u>95</u>
Reserved appointments (to be filled up as occasion arises by Graduates of English Universities)		6
Total		<u>101</u>

(N.B. The number of Headmasters (item 5) will be reduced to 10 and the total number to 100 on the amalgamation of the Hindu and Hare Schools under one Headmaster. On the other hand, as new schools are from time to time opened or new offices of this class created, it may be necessary to add to this number, and the Local Government should have power to do this.)

In this list the class of Professors (no. 2) includes most of those who have hitherto been variously styled Professors, Assistant Professors and Lecturers, and whom it is desirable to call in future by a common name, as being alike entitled to rank in the Provincial Service. Among them are some officers who are now drawing less than Rs. 150 a month, but who are in the present class V, which entitles them to rise to that salary by annual increments. On the other hand, there are a few officers doing work of a similar kind, but receiving salaries of Rs. 100 a month or less. These officers should for the present, and until they become entitled to promotion, be styled Assistant Professors and included in the Subordinate Service.

11. In addition to the above, there are also a certain number of officers who should be held to belong to the Provincial service on personal grounds, and not by virtue of their offices. They will be considered supernumerary to the cadre of the Provincial Service, and will either be transferred to posts in the cadre or retire in due course, their successors in the appointments they now occupy being graded in the Subordinate service. The personal grounds have arisen in the following manner. The differences as regards the nature of the offices held, which are now to distinguish the Provincial from the Subordinate service, were not contemplated when the graded list was established in 1878<sup>1</sup> nor have appointments and promotions been generally determined by the distinctions now established. Thus, Headmasters of Zilla Schools have been appointed to collegiate schools or to training schools, and vice versa, not always by a comparison of seniority and qualifications, but very often by a regard to departmental convenience, to the desire of particular officers for a transfer to another district climate, and so on. Thus it happens, as in such circumstances it needs must have happened, that several Headmasters of Zilla Schools are at least the equals, and sometimes the superiors, in point of seniority and other qualifications, of some of those who are now, as Headmasters of collegiate and training schools, to be placed in the Provincial list. Some, indeed, have within recent years been transferred from a higher (as it is now regarded) to a lower appointment, and thus find themselves in the Subordinate list as the result of what may be called an accident. The same thing is true as regards the office of the Director of Public Instruction. His head and second assistants were transferred to the office at different times on their own grade pay from the Headmasterships of Zilla Schools, in which offices they had been found to display business capacity and a good English style.

The names of the officers entitled to consideration on personal grounds are as follows:

1. Hara Mohan Bhattacharjea, Deputy Inspector, Howrah (class III, no. 8, in that class).
2. Charu Chandra Chatterjea, Deputy Inspector, Burdwan (III, 16).
3. Abdur Rahim, Deputy Inspector, Saran (III, 19).
4. Sarada Prasad Ganguli, Headmaster, Arrah Zilla School (III, 24).
5. Uma Kisore Roy, Deputy Inspector, Dacca (III, 25).
6. Kirod Chandra Rai Chaudhuri, M.A., Headmaster, Chapra Zilla School (III, 26).
7. Uma Prasad Day, Deputy Inspector, Midnapore (III, 29).
8. Ambika Charan Mukerjea, Headmaster, Birbhum Zilla School (IV, 2).
9. Tarapada Ghosal, M.A., Headmaster, Bhagalpur Zilla School (IV, 3).
10. Baikuntha Nath Roy, B.A., Second Master, Dacca Collegiate School (IV, 5).
11. Mati Lal Maitra, Deputy Inspector, 24-Parganas (IV, 6).

<sup>1</sup>For the establishment of the graded list see J.P. Naik and S.C. Ghosh eds., op. cit., Document no. 127, pp. 361-70.

12. Bhuban Mohan Sen, B.A., Headmaster, Faridpur Zilla School (IV, 9).
13. Gour Mohan Basak, Headmaster, Mymensingh (IV, 10).
14. Sripati Banerjea, Deputy Inspector, Hooghly (IV, 12).
15. Jagat Bandhu Bhādra, Headmaster, Patna Zilla School (IV, 13).
16. Kalinath Chaudhri, Deputy Inspector, Rajshahi (IV, 15).
17. Kunja Bihari Bose, M.A., B.L., Head Assistant to Director of Public Instruction (IV, 16).
18. Hara Nath Bhattacharjea, M.A., Second Master, Hare School (IV, 19).
19. Ram Prakash Lal, Deputy Inspector, Patna (IV, 23).
20. Hari Har Das, Deputy Inspector, Khulna (IV, 25).
21. Kumud Bandhu Bose, Deputy Inspector, Tippera, (IV, 26).
22. Sasadhar Roy, Headmaster, Bankura (IV, 29).
23. Mohim Chandra Chatterjea, B.A., Deputy Inspector, Noakhali (IV, 33).
24. Ram Sundar Basak, Deputy Inspector, Backergunge (IV, 34).
25. Ambika Charan Sarkar, Headmaster, Murshidabad High School (IV, 36).
26. Syama Prasanna Roy, Headmaster, Hazaribagh Zilla School (IV, 36).
27. Akhay Kumar Mukerjea, Second Assistant to Director of Public Instruction (IV, 38).

12. The Lieutenant-Governor would earnestly request the Government of India to reconsider the decision communicated in the 15th paragraph of your letter on the subject of fixing Rs. 800 as the highest pay of the Provincial Service. It is the object of Government to attract to this service men of very special qualifications, educated for the most part at English Universities, who are to replace an equal number of European officers now sent out by the Secretary of State. It is in the belief that Government can secure them that the new system is framed; and, if Government fails in that, its success is gravely imperilled. Sir Charles Elliott would therefore strongly urge the necessity of retaining the class of Rs. 800 a month, as this salary is attainable by executive officers of the Provincial Service, whose initial qualifications will generally be lower than those of the class of men whom it is desired to attract to the Education Department. It is doubtless probable that in the present financial difficulty, and until the cost of the European service has been reduced considerably, it will not be possible to fill up all or any of the new classes now to be created; but not the less it is important that the class should be sanctioned and the prospect of promotion held out.

13. I am further to say that the Lieutenant-Governor has reconsidered the proposals made in paragraph 16 of my letter no. 267 T.G., dated 28th September 1891, as to the arrangement of the future classes of the subordinate service, and that he now wishes to substitute a fresh classification, finding that the difference of pay between two adjoining classes was inconveniently great, especially that between the Rs. 450 and the Rs. 600 class. He would prefer to propose that the pay of the classes should be conformable to that which is allotted to the different classes of

Deputy Collectors down to Rs. 200, with one additional class at the bottom on Rs. 150:

Class I	Rs. 800	Class VI	Rs. 300
Class II	700	Class VII	250
Class III	600	Class VIII	200
Class IV	500	Class IX	150
Class V	400		

14. As regards the officiating allowance to be given to members of the Provincial Service when acting in the European Service, the Lieutenant-Governor approves the method suggested by the Government of Madras, namely, to give a special allowance of Rs. 100 a month to any Provincial officer selected to act for any officer in the European Service.

15. In compliance with the request contained in paragraph 6 of your letter, I am to enclose a list<sup>1</sup> of all the appointments, i.e., offices to be included in the Superior Educational Service, showing separately those assigned to (1) the European Service, (2) the Provincial Service. No appointments or officers will remain then unclassified.

16. The proposition statement required for the Provincial service cannot be submitted until the Government of India intimates its approval or otherwise of these proposals, since the number of officers to be assigned to each class must depend on the total strength of the service, and that cannot be determined until the principles on which it is to be fixed are decided.

I have the honour to be, Sir,

Your most obedient servant,  
C.E. BUCKLAND

Secretary to the Government of Bengal

*Home-Education, A Proceedings, February 1895, no. 38.*

## DOCUMENT No. 36

*In reply to the Secretary to the Government of Bengal's letter dated 28 February 1894 conveying the views of the Lieutenant-Governor on some unsettled questions relating to the Superior and Provincial Educational Services in Bengal, the Officiating Secretary to the Government of India makes some suggestions.*

No. 210

Simla, the 18th August 1894

**From:** J.P. Hewett, Esq., C.I.E., Offg. Secretary to the Government of India  
**To:** The Secretary to the Government of Bengal, General (Education) Department

<sup>1</sup>Not included.

Sir,

I am directed to acknowledge the receipt of your letter no. 717, dated the 28th February 1894, conveying the views of His Honour the Lieutenant-Governor on the questions which still have to be settled in connection with the Superior and Provincial Educational Services in Bengal and in reply to communicate the following remarks.

2. In paragraph 4 of your letter the proposal is made that there should be four Circle Inspectors of Schools for the eight Revenue Divisions in Bengal (excluding Orissa), a Joint Inspector for Orissa, and eight Assistant Inspectors of Schools for the Divisions under the four Circle Inspectors. With reference to this proposal, I am to invite attention to the declaration of the Government of India contained in paragraph 29 of Home Department Resolution no. 10/309, dated 23rd October 1884,<sup>1</sup> that, in proportion as the Department withdraws from pushing its own institutions, its machinery for inspection will require strengthening. This policy received the approval of the Secretary of State in the Despatch circulated in Mr. Mackenzie's letter no. 5/168-77, dated 19th June 1885.<sup>2</sup> The Governor-General Council is apprehensive that our system of inspection is not as efficient as it should be in controlling the ever increasing number of Aided Schools. I am to point out that in the North-Western Provinces and Oudh it is considered necessary to maintain a staff of five Inspectors, and, in view of the fact that 70 per cent of the Aided Schools in India are in Bengal, the Governor-General in Council is unable to consider that inspection can be efficiently carried out by four Circle Inspectors, with a Joint Inspector for Orissa, of whom only two would be Europeans. It appears to His Excellency in Council that two European Inspectors is an inadequate allowance for the Lower Provinces. It is gathered from your letter under reply that these two officers would be ordinarily employed in charge of circles, and doubtless the Patna and Dacca or Presidency circle would usually require the services of an European Inspector. But the question of Inspection was very fully considered in 1891<sup>3</sup> by the Governor General in Council, who then informed the Secretary of State that he was "in favour of maintaining such an European element in the inspecting Staff as will enable us to test with unfailing accuracy, from time to time, how teaching is being conducted in each part of the country, and thus afford a corrective to the reports of the Native Agency." The Government of India fully adhere to this view, but believe that the maintenance of only two European Inspectors in the Lower Provinces is not consistent with it; while His Excellency in Council, having regard to the great extent of area and the density of the population to be dealt with,

<sup>1</sup>See paragraph 29 of the Home Department Resolution no. 10/309 dated 23 October 1884 in *Home-Education, A Proceedings*, November 1884, no. 7.

<sup>2</sup>*Home-Education, A Proceedings*, June 1885, no. 50.

<sup>3</sup>See Document no. 83.

considers that, excluding Orissa, which would be in the charge of a Joint Inspector, there should be three Native Provincial Inspectors among whom the rest of the Province not controlled by European Inspectors should be divided. There would thus be three European Inspectors, three Native Inspectors, an Inspector (European) of European Schools and a Joint (Native) Inspector for Orissa. I am to request that the proposed strength of the service may be accordingly revised.

3. The Inspector of European Schools should be recruited in Europe from the class suggested by Sir Charles Elliott; but it will be necessary, in accordance with the general principle that the place of recruitment for it is the factor which determines the service in which a particular appointment is to be included, that he should be included in the European Service. Correction should therefore be made, as above indicated, in the list of the European Service given in your letter.

4. The Government of India agree to the omission from the list of the Principal of the Cuttack College, and to the inclusion in it of the Director of Public Instruction in Assam, and the Superintendent of the School of Art, Calcutta, subject, in the last instance, to the decision which may be come to on the general question of the future position of Superintendents of Schools of Art. It is recognised by the Governor-General in Council that the above directions may cause some difficulty owing to an increase of expense; but the difficulty is not, in the opinion of His Excellency in Council, sufficient to counterbalance the advantages aimed at. In regard to the question of expense in general, it will probably be necessary to limit the increases of pay allowed to the European grades strictly to the amount that is saved by changes in the Provincial grades made on administrative grounds, and to refrain from increasing by them the total cost of the scheme.

5. The Governor-General in Council observes that the Lieutenant-Governor agrees with the Government of India that there should be two personal allowances on the higher scale of Rs. 250-50-500. On the whole, the Government of India are of opinion that the number of allowances on the lower scale should be fixed at 4 (one of which would be held by the Director of Public Instruction in Assam), in order to avoid future changes in the system, and that the prospect should be accepted of a certain number of officers preferring to remain on the graded scheme. The Governor-General in Council thinks it sufficient that the two senior Professors only at the Presidency Colleges should be eligible for the allowances. Principals and Inspectors of Schools should also be eligible and the allowances would be assigned to the senior (or most deserving) men, and should not be treated as staff allowances attached to certain offices. They would be held continuously by officers whether on duty or on leave, and not be given to those who may act for them when they are on leave or temporarily absent.

6. The Governor-General in Council has, in view of the strong opinion

held by Sir Charles Elliott on the subject, carefully considered the arguments urged in paragraph 12 of your letter in favour of fixing Rs. 800 per mensem as the highest pay of the Provincial Educational Service. His Excellency in Council, however, regrets that he is unable to accept the view that the grant of this rate of pay to the Provincial Service in the Education Department can be justified on the ground that it will be attainable by Executive Officers in the Provincial Service. The scale of pay of the European Educational Service is not so high as that of the European Administrative Service, nor does it seem to the Government of India to be necessary that the scales of pay in the two Provincial Services should coincide. The duties of Educational Officers do not admit of clear comparison for responsibility or importance with those of Executive or Judicial Officers, who besides have to acquire professional knowledge not required of Educational Officers; and the only test, which ought, in the opinion of the Government of India, to be applied, is whether the attractions of a service, the maximum pay of which is Rs. 700, will be sufficient to induce men of the requisite qualifications to join the Department. While the Governor-General in Council is reluctant to disregard the advice or the Lieutenant-Governor in such a matter, His Excellency in Council does not consider that the maximum pay should be fixed in Bengal at a higher rate than has been adopted for other Provinces, and he is therefore unable to approve of fixing the highest pay of the Provincial Educational Service in Bengal at Rs. 800 per mensem. I am to ask, therefore, that the classification proposed in paragraph 13 of your letter may be revised in accordance with this decision.

7. The Government of India accepts the opinion of the Lieutenant-Governor that the boundary line between the Provincial and Subordinate Service should be drawn so as to exclude from the former any one in receipt of a smaller salary than Rs. 150 a month. In paragraph 11 of your letter, however, it is recommended that a certain number of officers should be held to belong to the Provincial Service on personal grounds, and not by virtue of their offices, which will be included in the Subordinate Service. On this question I am to observe that the object in view is to formulate a system for the future, and to frame it independently of personal considerations. There are doubtless in all Provinces individuals, who on the grounds of personal merit might claim to be included in the Provincial Service. It is not desirable to admit them to the Provincial Service for this reason alone, but the Government of India would certainly be pressed to do so if they allowed the concession in Bengal. If the principle of admitting men to the Provincial Service on personal grounds is once generally admitted, it will, in all probability, be frequently invoked in future, and constant difficulty will arise in resisting personal claims. The concession requested by the Government of Bengal has not been asked for by other Local Governments;

and the Governor-General in Council would prefer not to complicate the proposed re-organisation by introducing the question of personal merit in addition to that of the office held. Should His Honour the Lieutenant-Governor, however, be still desirous to press for the admission of certain individuals to the Provincial Service, the Governor-General in Council in deference to his wishes will be prepared to give further consideration to the recommendation; but His Excellency in Council would in that case desire that the list of names given in paragraph 11 of your letter should be considerably reduced by the omission from it of all but the most specially deserving officers.

8. It will be necessary, under the above orders, to make some slight alteration in the Proposition Statement (A) appended to your letter: and I am to ask that the Statement may be revised, and submitted after verification of the present scale by the Accounts Department. I am to point out that the two-thirds rule will not continue to apply under the contemplated scheme, as surmised in your seventh paragraph. If the officers who now draw salary under that rule come into the contemplated scheme, they will belong to the Provincial and not to the European Service. Otherwise, they will remain "graded"<sup>1</sup> under the two-thirds rule, and there will be no increase of expenditure of their account. This will doubtless be considered by the Bengal Government in connection with the possibility of giving the additional Rs. 100 per mensem to the officers at the top of the third grade. The Government of India was unable to promise any assistance from Imperial revenues: but they recognise that the increases proposed, after ten and after fifteen years' service, will involve more expenditure in Bengal than elsewhere: and they will endeavour to accept such arrangements as His Honour the Lieutenant-Governor may decide to be necessary for carrying out the principles of this letter, and for securing that the pay of the combined European and Provincial Services shall exceed by as little as possible the present expenditure.

9. I am to request that, with His Honour's permission, the Proposition Statement for the Provincial Service, referred to in paragraph 16 of your letter, may now be prepared without delay and be submitted after the necessary verification of the present scale.

I have the honour to be, Sir,

Your most obedient servant,

J.P. HEWETT

Offg. Secretary to the Government of India

*Home-Education, A Proceedings, February 1895, no. 46.*

<sup>1</sup>It meant that the existing graded service was not to be abolished at one stroke. It would gradually die out from the bottom when officers like those referred to by Bengal and other officers who by choice continue in the graded service retired from the Department.

## DOCUMENT No. 37

*The Secretary to the Government of Bengal requests the Secretary to the Government of India to consider the views of the Director of Public Instruction as contained in his letter, dated 11 October 1894 which he forwards to him with certain remarks.*

No. 590 T.G.

Darjeeling, the 31st October 1894

*From:* C.E. Buckland, Esq., Secretary to the Government of Bengal  
*To:* The Secretary to the Government of India, Home Department

Sir,

I am directed to acknowledge the receipt of your letter no. 210, dated the 18th August 1894, communicating the observations and orders of His Excellency the Governor-General in Council in regard to certain matters connected with the scheme for the reorganisation of the Education Department, and to submit, for consideration, the accompanying copy of a letter no. 1542 T., dated the 11th October 1894, from the Director of Public Instruction, Bengal, with the following remarks.

2. The subject of the staff of Inspectors required for Bengal is discussed in the second paragraph of your letter, and a reference is made to the declaration of the Government of India in 1884<sup>1</sup> that in proportion as the Department withdraws from pushing its own institutions, the machinery for inspection will require strengthening. I am to submit that in formulating the new scheme this point was not overlooked by this Government. When the Education Commission reported (paragraph 360<sup>2</sup> of their Report). There were five Inspectors, including the Inspector of European Schools, and five Assistant Inspectors including the Joint-Inspector of Orissa. Under the reorganisation scheme it has been proposed to maintain four Circle Inspectors and one Joint-Inspector, with eight Assistant Inspectors, besides the Inspector for European schools and the two for Muhammadan schools. It will thus be seen that the higher inspecting machinery in Bengal has increased from 10 to 16 officers, and the Lieutenant-Governor submits that this is sufficient. If, however, a change is insisted upon, it would be possible to distribute the eight Commissionerships (other than Orissa) among the six Inspectors (three European and three Native), so long as it is not thought essential that there should be equality of duty and responsibility among them all. But Sir Charles Elliott is not convinced that there is any necessity for a numerical increase in the staff of Circle Inspectors (in addition to the

<sup>1</sup>See paragraph 29 of the Home Department Resolution no. 10/309, dated 23 October 1884 in *Home-Education, A Proceedings*, November 1884, no. 37.

<sup>2</sup>See *Report of the Indian Education Commission, 1882-83*, p. 369.

Inspector of European Schools) from four to six, as he concurs with the Director of Public Instruction that the present arrangements of four Inspectors is working very satisfactorily, and the figures adduced by Sir Alfred Croft in paragraph 6 of his letter show that there are not more high and middle English schools than these Circle Inspectors with the Joint and Assistant Inspectors can inspect properly, while at the same time keeping a check on the inspection of Middle Vernacular schools by the Deputy Inspectors. As further proof that the work of inspecting is adequately performed, I am to invite attention to paragraph 24 of the Director of Public Instruction's report for 1893-94 (chapter II, Controlling Agencies), which deals with the touring and inspection performed by the Circle Inspectors. In these circumstances, the Lieutenant-Governor would support the request of Sir Alfred Croft for a reconsideration of the orders of the Government of India.

3. In the next place, as regards the number of European Inspectors, the Lieutenant-Governor would submit that he was desirous of carrying out the views of the Education Commission (paragraph 369 of their Report)<sup>1</sup> and of the Public Service Commission (paragraph 99 of their Report),<sup>2</sup> that fewer Europeans and more Natives should be employed on inspection work. A reference is also solicited to paragraph 228 of the Finance Committee's report on the Bengal Contract (p. 298, vol. I),<sup>3</sup> which, however, goes rather farther, in proposing that all the inspecting officers should be Natives, than His Honour would now recommend. Having regard to the extent to which these views have been accepted by the Government of India in times past, Sir Charles Elliott would ask for a reconsideration of their present decision. I am to urge also that this is desirable on the ground of economy, as the general tendency of the changes under discussion is towards increase of expenditure, and this should, His Honour thinks, be avoided as far as possible. If, however, the Government of India does not attach weight to this argument, the Lieutenant-Governor would advocate the scheme of the Director of Public Instruction, that, of the four Circle Inspectors whom he proposes to maintain, three should be European and one Native; so that three-fourths of the schools in the eight Commissionerships (other than Orissa) shall come under European inspection.

4. The Lieutenant-Governor would also beg for a reconsideration of the decision of the Government of India, contained a paragraph 3 of your letter that the Inspector of European Schools should be included in the European Service, as he will be recruited in Europe. To a gentleman of the class from which it is proposed to recruit, the salary attached to the higher grades is unnecessarily large. The present occupant of the post, Mr. Bamford, is not in

<sup>1</sup>See Document no. 1.

<sup>2</sup>See paragraph 99 of the *Report of the Public Service Commission, 1886-87*, p. 112.

<sup>3</sup>See *Home-Education, A Proceedings*, September 1887, no. 13.

the Superior branch, and a cheaper man<sup>1</sup> than the Government of India's proposal will necessitate can, it is believed, be obtained without difficulty. The rule that because a man is recruited in England he must necessarily be in the superior service is a new one and is not followed in other Departments, e.g., the State Railway Service. In this connection I am to refer to my letter no. 1550, dated the 30th April 1894,<sup>2</sup> in which this Government applied for the selection in England of a teacher for the Sibpur Civil Engineering College, to teach drawing and physical science, who is to be on the new Provincial list.

5. As to paragraph 6 of your letter, the Lieutenant-Governor is reluctant to trouble the Government of India again in a matter which they have carefully dealt with; but Sir A. Croft's argument in paragraph 8 of this letter is so forcible that he feels constrained to lay the subject again before His Excellency in Council, and to say that, in his opinion, if the Government of India adhere to their refusal to agree to a grade with the pay of Rs. 800 for the Provincial Service, there will be a serious risk that the Bengal scheme of attracting the kind of English-trained Natives wanted will break down.

6. With regard to paragraph 7 of your letter, regarding the admission to the Provincial Service of distinguished and deserving officers in the Subordinate service, Sir Charles Elliott hopes that the revised list of officers furnished in paragraph 9 of Sir Alfred Croft's letter,<sup>3</sup> will be accepted.

7. The Lieutenant-Governor regrets that he does not understand the meaning of the statement in paragraph 8 of your letter, that the two-thirds rule will not continue to apply under the contemplated scheme. He knows that no one in future will be appointed to the Superior Service to whom it applies; but it is not clear how the following officers, who are now on the list (Statement A appended to my letter no. 717, dated the 28th February 1894), are to be dealt with:

No. 19, Mr. H. Percival

No. 23, Phani Bhusan Mukherjea

No. 25, Radhika Prasana Mukherjea

No. 27, Jagadis Chandra Bose

His Honour conceives that the rule will still apply to them, and that it is not intended that they should be transferred to the Provincial Service.

8. In conclusion, I am to say that the proposition statement showing the present and proposed strengths of the European and Provincial Services will be drawn up when the points discussed above are finally decided.

<sup>1</sup>M. Bamford was drawing Rs. 500-50-750. See *Home-Education, A Proceedings*, December 1893, nos. 48-51.

<sup>2</sup>*Home-Education, A Proceedings*, October 1894, no. 71.

<sup>3</sup>Sir Alfred Croft's letter no. 1542T, dated 11 October 1894 forming enclosure to this document which has not been included. Croft pointed out that 10 officers should be included as a special case.

I have the honour to be, Sir,

Your most obedient servant,  
C.E. BUCKLAND  
Secretary to the Government of Bengal

*Home-Education, A Proceedings, February 1895, no. 47.*

DOCUMENT No. 38

*The Officiating Secretary to the Government of India acknowledges the receipt of the letter dated 31 October 1894 from the Secretary to the Government of Bengal and communicates certain remarks thereon.*

No. 118

Calcutta, the 22nd February 1895

**From:** J.P. Hewett, Esq., C.I.E. Officiating Secretary to the Government of India  
**To:** The Secretary to the Government of Bengal, General (Education) Department

Sir,

I am directed to reply to your letter no. 590 T.G., dated the 31st October 1894, communicating the further remarks of the Government of Bengal regarding certain questions connected with the reorganisation of the Educational Services in Bengal.

2. In paragraph 2 of Home Department letter no. 210, dated the 18th August 1894, the Government of India expressed the opinion that the superior inspection staff should consist of three European Inspectors, three Native Inspectors, an Inspector (European) of European Schools and a Joint (Native) Inspector for Orissa. It is observed in your letter (paragraph 2) that, as compared with the staff existing when the Education Commission reported, the higher inspecting machinery in Bengal shows an increase, according to the reorganisation scheme, from 10 to 16 officers (the total including eight Assistant Inspectors for the eight Revenue Divisions, excluding Orissa, and two Assistant Inspectors of Muhammadan Education). This increase the Lieutenant-Governor regards as sufficient, but if a change is insisted on, His Honour considers that it would be possible to distribute the eight Commissionerships, other than Orissa, among six Inspectors<sup>1</sup> (three European and three Native), so long as it is not thought essential that

<sup>1</sup>The distribution of eight Commissionerships among six Inspectors would be: (1) Patna, (2) Bhagalpur and Chota Nagpur, (3) Rajshahye, (4) Burdwan, (5) Presidency of Calcutta, (6) Dacca and Chittagong.

there should be equality of duty and responsibility among them all. Sir Charles Elliott is not, however, convinced that there is any necessity for increasing the number of Circle Inspectors from 4 to 6, and paragraph 6 of the letter from the Director of Public Instruction, Bengal,<sup>1</sup> dated the 11th October 1894, and paragraph 24 of his Report for 1893-94,<sup>2</sup> are referred to as affording proof that the work of the inspecting staff is being adequately performed. In support of the Bengal Government's view that the number of European Inspectors should not be increased as contemplated by the Government of India, attention is called in your letter to the recommendations of the Education Commission (paragraph 369 of their Report)<sup>3</sup> and the Public Service Commission (paragraph 99 of their Report),<sup>4</sup> that fewer Europeans and more Natives should be employed in inspection work, and to the proposal in paragraph 228 of the Finance Committee's Report on the Bengal Contract,<sup>5</sup> that all the inspecting officers should be Natives. An alternative proposal which has been made by Sir Alfred Croft is brought to notice, namely, that of the four Circle Inspectors three should be European and one Native.

3. The Government of India have, I am to say, carefully reconsidered the question with advertence to the remarks made by the Bengal Government. It seems, however, to the Governor-General in Council, judging from paragraph 24 of the Report on Public Instruction for 1893-94, that existing arrangements do not fully secure the thorough inspection of schools which His Excellency in Council regards as essential. Most of the Inspectors cannot visit all their districts in any single year, and a division is inspected fully every year and incompletely in the intermediate year. In three out of the four Circles which the Government of Bengal propose to maintain, even if an Inspector's work were to be restricted to inspecting Secondary Schools, he would have to inspect on an average nearly two schools a day (Sundays included). If Sundays and authorised holidays are excluded, each of these three Inspectors would have to inspect more than two schools a day in order to examine all the schools within the year. But that would obviously be impossible even if no regard be paid to the distances to be travelled between the schools; and, moreover, an Inspector's work is not confined to the inspection of Secondary Schools. He is an administrator, he has office work, and it is necessary that he should keep himself informed of progress made in Collegiate and Primary Education. The Governor-General in Council regrets that he cannot, in view of these considerations, regard the division of Bengal into four circles of inspection as an arrangement that is at

<sup>1</sup>Sir Alfred Croft.

<sup>2</sup>See *Report of Public Instruction in the Bengal Presidency for the year 1893-94*, chapter II.

<sup>3</sup>See Document no. 1.

<sup>4</sup>See paragraph 99 of the *Report of the Public Service Commission, 1886-87*, p. 112.

<sup>5</sup>See *Home-Education, A Proceedings*, September 1887, no. 13.

all likely to provide sufficient officers for the work, and His Excellency in Council is constrained to adhere to the view that the future strength of the staff ought not to be reduced below that contemplated in paragraph 2 of the Home Department letter of 18th August last.

4. With regard to the European element in the inspecting staff, it is, as the Bengal Government points out, true that opinions were expressed by the Education and Public Service Commissions and the Finance Committee to the effect that fewer Europeans and more Natives should be employed on inspection work. But the Government of India were not entirely able to accept these views. It was with reference to the Education Commissions recommendation—that Native gentlemen of approved qualifications should be more commonly employed as Inspectors than has been the case before that time—that the Government of India declared their opinion (paragraph 29 of Home Department Resolution no. 10/309, dated the 23rd October 1884<sup>1</sup> that “in proportion as the Department withdraws from pushing its own institutions, its machinery for inspection will require strengthening. A grant-in-aid system postulates a thorough inspection of all institutions brought under it.” Again in commenting (paragraph 5 of Despatch from the Government of India to the Secretary of State, no. 17 (Public) of the 25th March 1891)<sup>2</sup> in paragraph 99 of the Public Service Commission’s Report, the Government of India, after referring to the passage in the Resolution of the 23rd October 1884, which has just been quoted, added: “For this reason we are in favour of maintaining such a European element in the inspecting staff as will enable us to test with unfailing accuracy from time to time how teaching is being conducted in each part of the country and thus afford a corrective to the reports of the native agency.” In connection with the Finance Committee’s note on the Bengal Educational Service, the Government of India (Home Department letter to the Government of Bengal, no. 539 of the 29th December 1888)<sup>3</sup> placed on record that in their opinion the retention of a sufficient number of Europeans in these posts (Inspectorships) is essential; and again (Home Department letter no. 116 of the 28th February 1889)<sup>4</sup> stated that, excluding the Inspector of European Schools who should always be a European, two out of the remaining five Inspectors should certainly be Europeans and a third should also be European, unless there was available a Native officer of “very exceptional qualifications” whom the Lieutenant-Governor might desire to appoint to the post. The opinion of the Government of India that there should, as a rule, be three European and two Native Inspectors, was communicated to the Secretary of

<sup>1</sup>See paragraph 29 of the Home Department, Resolution no. 10/309, dated 23 October 1884 in *Home-Education, A Proceedings*, November 1884, no. 37.

<sup>2</sup>See Document no. 83.

<sup>3</sup>See *Home-Education, A Proceedings*, December 1888, nos. 72-74.

<sup>4</sup>*Ibid.*, February 1889, nos. 116-17.

State in a Despatch (no. 247) of the 17th August 1889.<sup>1</sup>

5. These references show that the Government of India have consistently maintained that three at least of the Inspectors should be Europeans. The Governor-General in Council regrets that he is not prepared to depart from this position, as it appears to His Excellency in Council that the transfer of this inspection work to native agency and reduction of that agency have been for the present at all events carried quite as far as is permissible. The operations of the Education Department in Bengal extend over an area of 165,930 square miles containing 73,043,697 inhabitants, and include the supervision of 67,217 schools, public and private, of which 2,463 are secondary. The system of teaching in schools, the subjects taught, the books used, the discipline maintained, and the practices of masters and scholars, require close attention and supervision at the hands of superior officers of the Department. For the adequate performance of these duties it appears to the Governor-General in Council that there should be at least three European and three Native Inspectors, besides the Inspectors of European Schools, the Joint Inspector of Orissa and the Assistant Inspector of Schools.

6. In paragraph 4 of your letter it is urged that to include the Inspectorship of European Schools in the European service, as intended by the Government of India, will give the holder of the appointment needlessly high pay, and that the rule that because a man is recruited in England he must necessarily be in the Superior (or European) Service is a new one and is not followed in other Departments, e.g., the State Railway Service. I am, with reference to this criticism, to point out that the principle that persons recruited in Europe should belong to one service and those recruited in India to another was recommended by the Public Service Commission<sup>2</sup> and approved by the Government of India and Secretary of State. The fact that the Inspector of European Schools will be recruited in Europe does not necessarily involve the grant to him of the higher rate of pay that will be admissible to the majority of Professors and Inspectors appointed in England. But the fact that he will be recruited in England necessitates his being included in the European Service in accordance with the principle explained in paragraph 4 of Home Department letter no. 261, dated the 22nd August 1893.<sup>3</sup> The Inspectorship of European Schools for which a specific pay is provided, should therefore be included, like the Superintendentship of the School of Art, to which reference is made in paragraph 15 of the letter just quoted, in the European list. The Teachership

<sup>1</sup>Ibid., August 1889, no. 67.

<sup>2</sup>See summary of the conclusions and recommendations of the Public Service Commission in *op. cit.*, pp. 107-11.

<sup>3</sup>In paragraph 4 of the letter referred to it was stated that "the European Service" was to "include the posts to be filled by persons recruited in England". See Document no. 34.

of Drawing and Physical Science in the Sibpur College, which is cited in your letter of 31st October, does not, I am to explain, furnish an instance to the contrary. The Government of India have, I am to say, with reference to your letter no. 1550 of the 30th April 1894,<sup>1</sup> in forwarding the application to the Secretary of State, said that the appointment of Professor at the Civil Engineering College, Sibpur, will be for the present a specific one, not belonging to either the Superior (European) Service, the Provincial Service, or the Subordinate Educational Service, and they at the same time added that if the appointment should hereafter be brought under the new Educational scheme, and if the service of the gentleman selected was continued beyond the term of five years, he would be placed, as regards subsequent service, in the European branch of the Department.

7. The Governor-General in Council has given renewed attention to the recommendation of the Lieutenant-Governor that the maximum pay of the Provincial Educational Service should be fixed at Rs. 800 a month. His Excellency in Council, however, regrets that he is unable to recommend to the Secretary of State that the maximum pay in Bengal should be fixed higher than in other Provinces.

8. With reference to paragraph 6 of your letter, I am to say that the Government of India accept the revised list<sup>2</sup> of officers who are to be included on personal grounds in the Provincial Educational Service.

9. In paragraph 7 of your letter inquiry is made as to how the officers named in the margin, who are now on the list,<sup>3</sup> are to be dealt with. They will not, I am to say, be transferred to the Provincial Service (unless they wish it), but they are ineligible for the European Educational Service. Their present position will therefore remain unaltered unless they wish to join the Provincial Service. The existing graded service is not to be abolished at once; it will gradually die out when officers like those referred to above and others who by choice (paragraph 12 of Home Department letter of 22nd August 1893) continue in the graded service, retire from the Department.

No. 19, Mr. H. Percival

No. 23, Phani Bhusan Mukerjea

No. 25, Radhika Prosana Mukerjea

No. 27, Jagadis Chandra Bose

10. In conclusion I am to ask that the proposition statement showing the present and proposed strength and cost of the European and Provincial Services, framed in accordance with the above decisions, may be submitted at a very early date.

<sup>1</sup>As regards the reference to this letter see *Home-Education, A Proceedings*, October 1894, no. 71.

<sup>2</sup>List contained in paragraph 9 of letter no. 1542T from the Director of Public Instruction, dated 11 October 1894. *Home-Education, A Proceedings*, February 1895, no. 47a.

<sup>3</sup>See Statement A appended to the Bengal Government's letter no. 717, dated 28 February 1894. *Home-Education, A Proceedings*, February 1895, no. 38.

I have the honour to be, Sir,

Your most obedient servant,

J.P. HEWETT

Officiating Secretary to the Government of India

*Home-Education, A Proceedings, February 1895, no. 48.*

### DOCUMENT No. 39

*The Secretary to the Government of Bengal submits to the Government of India the final proposals of the Director of Public Instruction, Bengal for the reorganisation of the Educational Services in that Province with the remarks of the Lieutenant-Governor and gives the exact financial effect of the scheme.*

No. 2832

Calcutta, the 14th August 1895

**From:** C.E. Buckland, Esq., C.I.E., Secretary to the Government of Bengal

**To:** The Secretary to the Government of India, Home Department<sup>1</sup>

Sir,

With reference to your letter no. 118, dated the 22nd February 1895, I am directed to submit, for the consideration of the Government of India, the accompanying copy of a letter no. 1414 T., dated the 28th June 1895, and of its enclosures, containing the final proposals of the Director of Public Instruction, Bengal, for the reorganisation of the Education Department, with the following remarks of the Lieutenant-Governor. I am also to forward copies of the communications on the subject,<sup>2</sup> and to say that, since the issue of the Director of Public Instruction's letter of the 23rd ultimo, the vacancy caused by the death of Mr. A.M. Nash<sup>3</sup> has been filled up by promotion from the lower grades, so that there are now eleven vacancies in class IV of the superior service, and not ten, as stated in that letter, and actually 9 not 11 appointments vacant. Mr. Hallward and Mr. James hold 2

<sup>1</sup>Mr. J.P. Hewett. He first served in N.W.P. and Oudh (1877-88). For some time he acted as Private Secretary to the Viceroy before becoming Secretary, Home Department of the Government of India (1894-1902). He was also Chief Commissioner of the Central Provinces (1902) and an acting Member of the Supreme Council (1904).

<sup>2</sup>Not included. The said communications are contained in the following letters: (i) Letter from the Accountant-General, Bengal, no. 824 G.A., dated 19 July 1895. (ii) Letter from the Director of Public Instruction, Bengal, no. 3304, dated 23 July 1895.

<sup>3</sup>Mr. Nash was with the Bengal Education Department since 1875, served as Professor in the Presidency College, was appointed Inspector of European Schools, and to the graded service in 1891.

of the appointments, though they are not in the classified list. The Proposition Statement has been amended accordingly.

2. I am also to enclose a subsequent letter no. 3542, dated the 29th July 1895, from the Director of Public Instruction, containing separate proposals for the inclusion in the superior service of Mr. W.H. Jobbing, Superintendent of the School of Art, and Mr. H.A. Bamford, Inspector of European Schools. In your letter no. 209, dated the 6th May 1895,<sup>1</sup> it was explained that under existing orders the appointments of these two officers, although included in the European service list, were to be considered special appointments carrying specific rates of pay, and under this ruling Mr. Bamford could not rise above the amount of Rs. 750. In my letter of 28th February 1894, paragraph 4,<sup>2</sup> and again more definitely in my letter of 31st October 1894, paragraph 4,<sup>3</sup> it was contended that the post of Inspector of European Schools required lower qualifications than the other Inspectorships. This opinion is traversed by Sir Alfred Croft, and the Lieutenant-Governor now finds that he was mistaken in thinking that Mr. Bamford has been a Board School teacher in England. It is shown that he belonged to a higher class, from among which Inspectors of Schools in England are sometimes recruited, and Sir Alfred Croft considers that the appointment is one of equal importance to the other Inspectorships, and that if a vacancy occurs, the new recruit should be sought for in the same classes from which appointments to the Imperial Educational Service are made. Sir Charles Elliott has been convinced by the arguments adduced by Sir Alfred Croft for the inclusion of this appointment, as well as that of Superintendent of the Art School, Calcutta, in the superior service; and he trusts that, on the grounds stated, the further proposals now made may commend themselves to the Government of India. The proposition statement has accordingly been further altered by increasing the number of appointments on Rs. 500-50-1,000 on the "proposed scale" from 19 to 21.

3. It will be seen from Statement C (of the Statements illustrating the proposed scheme) that on the 1st January 1892, about which time effect began to be given to the new policy by the appointment, in the place of retiring officers or others on lower rates of pay, the Superior or European service was costing at average rates Rs. 31,020 a month, and consisted of 36 officers. It now consists, as Statement A shows, of 31 officers, and costs on an average Rs. 27,450, a reduction of Rs. 3,570; and it is proposed to reduce it still further to a strength of 26 officers (exclusive of the Director of Public Instruction, Assam) costing Rs. 24,033-5-4, or Rs. 3,416-10-8 less than at present. The total reduction therefore amounts to Rs. 6,986-10-8. Against this ultimate and gradual reduction must be placed the increased cost of the

<sup>1</sup>*Home-Education, A Proceedings*, May 1895, nos. 10-11.

<sup>2</sup>See Document no. 35.

<sup>3</sup>See Document no. 37.

enlarged Provincial Service to consist finally of 113 officers, and to cost Rs. 29,250 or Rs. 5,900 per mensem above the present figure. His Honour presumes that this service is to be constituted gradually as funds can be provided, and it will be the Director of Public Instruction's duty to draw up a statement for the Provincial Branch corresponding to Statement B for the Superior Branch, showing what he proposes to do at once and what the actual expenditure will be.

4. As to Statement B involving an immediate increase of Rs. 1,500 per mensem, His Honour cannot undertake to find funds for the additions to the salaries of the nine officers in class II at Rs. 100 each, but the increases shown in the statement in the salaries of the remaining officers will be given effect to from 1st April next.

5. The proposals in paragraph 4 of the Director of Public Instruction's letter of the 28th June exemplify the impossibility of laying down a rigidly fixed scale for the staff of a department in which the number and status of Colleges and schools are continually liable to change. Sir Charles Elliott presumes that, the number of the members of the Provincial Service being started at 113, it will be in the power of the Local Government to make fresh appointments in the lower grades, subject to the usual restriction that no appointments of Rs. 250 or more a month can be created without the sanction of the Government of India.

6. In conclusion I am to refer to the Resolution of the Government of India, Finance and Commerce Department no. 2958P., dated the 22nd June 1895,<sup>1</sup> in which the Superior Branch of the Education Department is mentioned as the Imperial Branch, and to enquire, with regard to paragraph 2 of my letter no. 717, dated the 28th February 1894, whether the expression "Imperial Service" or "European Educational Service" is the correct designation.

I have the honour to be, Sir,

Your most obedient servant,

C.E. BUCKLAND

Secretary to the Government of Bengal

*Home-Education, A Proceedings, January 1896, no. 22.*

#### DOCUMENT No. 40

*Extracts from a letter of the Chief Secretary to the Government of Madras in which he conveys to the Government of India. The remarks of his Government on the final Report of Public Service Commission.*

<sup>1</sup>The proper reference is 2959P., dated 22 June 1895.

No. 580

Dated the 5th June 1888

**From:** H.E. Stokes,<sup>1</sup> Esq., Chief Secretary to the Government of Madras  
**To:** The Secretary to the Government of India

I am directed to acknowledge receipt of your letter, dated 16th March 1888, no. 21-621,<sup>2</sup> forwarding the remarks of this Government of final report submitted to the Government of India by the Public Service Commission; and to state that it would have been replied to sooner but for the fact that the box containing copies of the report was overcarried to Bombay, and up to the 14th March only one copy had reached this Government.

2. As His Excellency the Governor-General in Council does not consider it to be necessary or desirable that the opinion of the Government of Madras should be now given on the various important matters of principle with which the Commission has had to deal, the Governor in Council feels himself precluded from offering any remarks upon such subjects, though they affect very materially the matter upon which his opinion has been called for by the Government of India.

3. Under these circumstances the Madras Government consider that the most satisfactory way of meeting the request conveyed in paragraph 2 of your letter will be remark *seriatim* on the portions of the report therein mentioned as points upon which their opinion will be considered particularly helpful by the Government of India.

8. Paragraphs 58, 59 and 61, which deal with the Educational Department, also command the assent of His Excellency the Governor in Council. As to the abolition of the graded list, the officers now in the service and included in it cannot be got rid of until they become eligible for pension; but the list can be abolished if: (1) the inspectors are placed on a separate list as proposed by the Director in the papers forwarded with my letter no. 543, dated 29th September 1887,<sup>3</sup> a scheme which the Government will accept and which seems to accord with the views experienced by the Public Service Commission; (2) if definite salaries, with suitable increments, are attached to the Principalships of the three more important college; and (3) if the remaining officers, who will fill Professorships, are allowed incremental salaries rising to Rs. 1,000. It is believed that a scheme of this sort can be devised which will give satisfaction to the bulk of the officers concerned, and which will cost less than the graded list now does.

(Extract) *Home-Public, A Proceedings*, October 1888, no. 189.

<sup>1</sup>Born in 1841, H.E. Stokes entered the Madras Civil Service in 1858. He was Chief Secretary to Government of Madras, (1883-88). Later he served as member of Legislative Council, Madras from 1888 to 1893.

<sup>2</sup>Refer to Document no. 25.

<sup>3</sup>For the letter see *Home-Education, A Proceedings*, April 1888, no. 30.

## DOCUMENT No. 41

*The scheme proposed by the Government of Madras for bringing certain appointments in the Education Department of that Presidency into a graded service to be called the "Upper Subordinate Educational Service. Scholastic Branch" is forwarded by the Government of India to the Secretary of State for India.*

No. 30

Calcutta, the 4th February 1891

To: The Right Honourable Viscount Cross, G.C.B., Her Majesty's Secretary of State for India

My Lord,

We have the honour to forward, for your Lordship's consideration, a copy of correspondence regarding a scheme proposed by the Government of Madras for bringing certain appointments in the Educational Department of that Presidency into a graded service to be called the "Upper Subordinate Educational Service, Scholastic Branch."

2. The grounds on which it is proposed to constitute such a service are clearly stated in the letter from the Director of Public Instruction, no. 6289, dated the 21st June 1890.<sup>1</sup> The service is to be divided into three grades as follows:

	Pay
1st grade 4 officers	Rs. 400-10-500
2nd grade 6 officers	300-10-400
3rd grade 10 officers	200-10-300

It is proposed by the Madras Government to treat each grade as a distinct class, so as to entitle officers in the lower classes to acting allowances as in the case of the District Munsifs mentioned in Article 155 (2) of the Civil Service Regulations. It will be seen that one of that appointments to be included in the 1st grade is that of Superintendent of the Presidency Training School for Mistresses, to which a fixed pay of Rs. 300 a month is attached with a conveyance allowance of Rs. 50 a month. The question of raising of pay of this appointment will be separately submitted hereafter for your consideration by the Madras Government, and Miss Pratt, the incumbent of the office, will continue to draw pay at the present rate until she completes the term of five years for which she was engaged.<sup>2</sup> The additional cost involved in the introduction of the proposed scheme will at first be only Rs. 28-8-0 a month, rising ultimately to Rs. 145-2-8 a month if

<sup>1</sup>Not included.

<sup>2</sup>See Despatch from the Secretary of State to the Government of Madras, no. 4 (Public Educational), dated 24 January 1889.

the pay of the post held by Miss Pratt is raised to Rs. 400 rising to Rs. 500.

3. We do not support the proposal of the Madras Government to treat each grade as a distinct class, as the combination of progressive rates of pay in a graded service with officiating promotions from grade to grade causes complications, and, in our opinion, when progressive pay is suitable it ought to take the place of officiating promotions. In lieu of the concession asked for by the Madras Government, we recommend that the maximum pay in each grade should be reached by five, instead of ten, equal annual increments. With this modification we recommend the Local Government's scheme for Your Lordship's sanction.

We have the honour to be, My Lord,

Your Lordship's most obedient, humble servants,

(signed) LANSDOWNE, F.S. ROBERTS, G. CHESNEY, A.R. SCOBLE,  
R.P. HUTCHINS, D. BARBOUR, C.H.T. CROSTHWATE

*Home-Education, A Proceedings, March 1891, no. 7.*

#### DOCUMENT No. 42

*The Secretary of State sanctions the scheme of the Madras Government for bringing certain appointments in the Education Department into graded service, to be called "Upper Subordinate Educational Service" with the modification suggested by the Government of India.*

No. 38 (Public-Educational)

Dated India Office, London,  
the 19th March 1891

*From:* The Right Honourable Viscount Cross, G.C.B., Her Majesty's Secretary of State for India

*To:* His Excellency the Most Honourable the Governor-General of India in Council

I have considered in Council the letter of your Government, no. 30 (Finance and Commerce), dated 4th February last, forwarding, for my consideration, a copy of correspondence regarding a scheme proposed by the Government of Madras for bringing certain appointments in the Educational Department of that Presidency into a graded service, to be called the "Upper Subordinate Educational Service, Scholastic Branch."

2. I give my sanction to the scheme with modifications which you recommend in the third paragraph of your letter.

I have, &c.,  
CROSS

## DOCUMENT No. 43

*The Government of India invites the opinion of all local governments and administrations (except Bengal and N.W.P. & Oudh) on paragraphs 4, 5 and 6 of Secretary of State's Despatch no. 9 of 28 January 1892 and on certain question raised in the paragraph 7 of the Despatch; and asks for a detailed scheme of the reorganisation of Educational Services on the suggested lines.*

No. 129-36

Calcutta, the 26 March 1892

*From:* J.P. Hewett, Esq., C.I.E., Offg. Secretary to the Government of India

*To:* All Local Governments and Administrations (Except Bengal and N.W.P. and Oudh)

Sir,

With reference to the correspondence ending with your letter\* which contained the views Madras/etc./of your views, Government on the recommendations the Public Service Commission regarding the Educational Department, I am directed to forward for consideration a copy of the paper† noted in the margin, and to request that the Government in India may be favoured with an expression of the opinion of *His Excellency Governor in Council His Honour the Lieutenant-Governor*.

Madras—no. 580, dated the 5th June 1888.

Bombay—no. 2966, dated 7th June 1888.

Punjab—no. 456S., dated 7th September 1889.

Central Provinces—no. C-9, dated the 21st April 1888.

Burma—no. 590-4C.S., dated the 22nd May 1888.

Assam—no. 2444, dated the 27th April 1888.

Coorg—no. 907-4476, dated the 19th May 1888.

Your opinion on the suggestions made in paragraphs 5 and 6 of the Secretary of State's Despatch in respect of the pay and position of Educational Officers to be recruited in England, and also as to the question raised in paragraph 7. I am at the same time to ask that a detailed scheme for the re-organisation of the Superior Educational Service in Madras/Bombay/etc. on the lines marked out in paragraph 4 of His Lordship's Despatch may be submitted for the consideration of the Government General in Council.

\*Hyderabad—no. 181G., dated the 16th May 1888.

†1. Extract (paragraphs 4 and 5) from the Despatch from the Government of India, to the Secretary of State, no. 17 (Public), dated the 25th March 1891; and

2. Despatch from the Secretary of State, no. 9 Public (Educational), dated the 28th January 1892.

I have the honour to be, Sir,

Your most obedient servant,

J.P. HEWETT

Officiating Secretary to the Government of India

*Home-Education, A Proceedings, March 1892, no. 69.*

### DOCUMENT No. 44

*The Government of Madras brings to the notice of the Government of India the difficulties caused by the rigid application of the two-third rule in case of the native officers of the Upper Subordinate Services officiating in the graded service.*

No. 413

Dated Fort St. George, the 30th May 1892

*From:* The Honourable J.F. Price,<sup>1</sup> Chief Secretary to the Government of Madras

*To:* The Secretary to the Government of India

With reference to paragraph 6 of a Despatch from the Right Honourable the Secretary of State, dated 24th February 1881, no. 22 (Public-Educational), to the Government of India,<sup>2</sup> wherein it is laid down that Natives appointed to the graded list of the Educational Department shall receive only two-thirds of the pay sanctioned for European officers, I am directed to again bring to the notice of the Government of India the undesirable results which follow from a rigid application of the above rule.

2. The local Director of Public Instruction has recently addressed this Government on the subject and, after citing several instances of the prejudicial effect of the rule, goes on to remark:

"In all these cases the officers were required to perform much more responsible and arduous duties in the acting than in their permanent offices. This is due to the operation of the two-thirds rule . . . much discontent has been felt in regard to this restriction in all the Presidencies, and the Public Service Commission has accordingly recommended its removal. Ordinarily, an officer is not appointed to act in the graded service unless he is one of considerable standing in the Subordinate Service, and as such officers generally draw between Rs. 300 and Rs. 500 as their permanent salaries, the benefit intended by article 125 of the Civil Service Regulations for acting

<sup>1</sup>Mr. Price joined the Madras Civil Service in 1862. He was Chief Secretary to the Government of Madras from 1888, was also member of the Legislative Council, Madras. He translated from Tamil *The Private Diary of Ananda Ranga Pillai 1736-1761*.

<sup>2</sup>The Despatch was communicated to the Government of Madras by means of endorsement no. 17-293.

officers is quite inoperative in their case. In some instances . . . an appointment in the graded service carries with it even less pay.... It is not always possible, nor is it expedient for obvious reasons to require junior officers to do the higher work devolving on graded officers, solely with a view to avoid the inconvenience and hardship above referred to. The two-thirds restriction has occasionally stood in the way of the department making satisfactory arrangements for filling temporary vacancies in the graded service. The continuance of the restriction, I need hardly say, will give the Department no other alternative than to select men junior in the service for posts requiring special capacity and experience. I would further draw attention to the fact that, as there are no supernumeraries in the graded service for filling vacancies created by leave, the utilisation of officers of the Upper Subordinate Service for filling these vacancies is a normal condition of the Department . . . such acting promotions are always regarded as marks of appreciation by Government of an officer's work, and that appreciation would have double value as an incentive to good work if it were not qualified by loss of pay."

3. The Director's reference to the Public Service Commission appears to be incorrect, but otherwise, I am to say, His Excellency in Council fully concurs with the above remarks; the rule practically prevents the appointment to the graded service of the most meritorious and best qualified men in the Department outside the graded list, and thus results in an administrative inconvenience of a serious character and a great injustice to a deserving body of men. This Government, therefore, considers that Natives appointed to act in the graded service should either be allowed a salary of not less than Rs. 500 (that being the minimum pay of the last class of the graded service) or be given an acting allowance of Rs. 100 per mensem in addition to their permanent pay, whatever that may be, subject to a maximum of Rs. 500 per mensem. I am therefore to request that the Government of India will be pleased to add the graded officers of the Educational Department (one Native Inspector excepted) to the list in article 118 of the Civil Service Regulations with Rs. 500 as the minimum limit of pay, or to insert a third clause in article 125 of the Civil Service Regulations to provide for an acting allowance of Rs. 100 a month, in addition to their permanent pay, to officers acting in the graded Educational Service.

4. I am to add that His Excellency in Council is aware that the rule alluded to above is likely to be altered with reference to the proposals for the reorganisation of the Superior Educational Service which have recently been remitted for the consideration of this Government, but the reorganisation is not likely to be carried out for some time to come, and meanwhile the proposals made in the preceding paragraph will provide a temporary remedy for an undoubted evil.

## DOCUMENT No. 45

*The Government of India informs the Madras Government of the undesirability of addressing the Secretary of State on the general application of the two-thirds rules pending the reorganisation of the Educational Services.*

No. 201

Simla, the 4th July, 1892

**From:** C.J. Lyall, Esq., C.I.E., Secretary to the Government of India  
**To:** The Chief Secretary to the Government of Madras

Sir,

I am directed to acknowledge the receipt of your letter no. 413 (Educational), dated the 30th May last, pointing out that inconvenient results follows from a rigid application of the rule requiring that Natives of India appointed to the graded list of the Educational Department shall receive two-thirds only of the pay sanctioned for European officers, and recommending an amendment of the Civil Service Regulations to provide for the grant to Natives appointed to act in the graded service of either a salary of not less than Rs. 500 per mensem, or an acting allowance of Rs. 100 per mensem in addition to their permanent pay subject to a maximum salary of Rs. 500 per mensem.

2. In reply I am to say that it does not appear to the Government of India to be desirable at the present time to address the Secretary of State concerning the general application of the two-thirds rule in the Educational Department, as one of the questions now under the consideration of Local Governments and Administrations in connection with His Lordship's Despatch<sup>1</sup> on the recommendations of the Public Service Commission relative to the Educational Department is that (vide paragraph 4 of the Despatch) of the salaries appropriate for officers of the Provincial Service recruited in India when holding posts to be generally reserved for officers of the higher staff. Moreover, Lord Cross has already expressed doubts regarding the expediency of laying down any general rule applicable to such cases pending the reorganisation of the Educational services. I am, however, to forward for the information of the Madras Government a copy of the correspondence<sup>2</sup> which has passed between the Government of India and the

<sup>1</sup>Despatch no. 9 (Public-Educational) dated 28 January 1892. Refer to Document no. 84.

<sup>2</sup>Not included. The correspondence contained:

- (i) Financial Despatch of the Secretary of State, no. 186, dated 29 June 1889, and enclosure.
- (ii) Despatch from the Secretary of State, no. 98 (Public-Educational), dated 5 September 1889.
- (iii) Financial Despatch to the Secretary of state, no. 1, dated 7 January 1890, and enclosures.
- (iv) Despatch from Secretary of State, no. 19 (Public-Educational), dated 29 February 1890.

Secretary of State in regard to certain instances in which Native Officers were appointed, either substantively or temporarily, to the graded list of the Bengal Educational Service, and to say that, pending the reorganisation of the whole Educational Service, on which the Madras Government have already been consulted, the Government of India will be prepared to consider, and to recommend to the Secretary of State if approved, any proposals on the same lines as those adopted in these cases which His Excellency the Governor in Council may see fit to make for temporary arrangements with the view of preventing hardship to Native officers of the Upper Subordinate Service promoted to officiate in graded posts.

I have the honour to be, Sir,

Your most obedient servant,

C.J. LYALL

Secretary to the Government of India

*Home-Education, A Proceedings, July 1892, no. 24.*

# DOCUMENT No. 46

*The Acting Chief Secretary to the Government of Madras in reply to the letter no. 129 dated 26 March 1892 from the Government of India forwards to the Secretary, Government of India, the Director's scheme of the reorganisation of Educational Service in that Province.*

No. 34

Fort St. George, the 21st January 1893

*From:* The Honourable C.A. Galton,<sup>1</sup> Acting Chief Secretary to the Government of Madras

*To:* The Secretary to the Government of India

I am directed to reply to Mr. Hewett's letter, dated 26th March 1892, no. 129 (Educational), regarding the reorganisation of the Superior Educational Service.

2. The Director of Public Instruction, Dr. Duncan, has been consulted on the proposals of the Government of India and the Secretary of State and has set out, in a letter, dated 11th August 1892, no. 11029,<sup>2</sup> the scheme of reorganisation which he considers most suitable.

3. The Director's scheme and the modifications proposed by this

<sup>1</sup>Mr. Galton served in Madras as Secretary, Board of Revenue, Member Board of Revenue (1887); Secretary, Revenue Department (1888) and Acting Chief Secretary. He was Member of the Legislative Council in 1893.

<sup>2</sup>Not included.

Government are set out in full in the accompanying proceedings and further remarks are therefore unnecessary.

*Home-Education, A Proceedings. August 1893, no. 51.*

#### DOCUMENT No. 47

*The Secretary to the Government of India in reply to the letter of the Madras Government regarding reorganisation of the Education Department in the Province makes some further reference to certain points and emphasises the necessity of preparing such Proposition Statements so as to enable the Government to estimate exactly the financial effects of the reorganisation.*

No. 259

Simla, the 22nd August, 1893

**From:** C.J. Lyall, Esq., C.S.I., C.I.E., Secretary to the Government of India

**To:** The Chief Secretary to the Government of Madras

Sir,

I am directed to reply to your letter no. 34, dated the 21st January last, forwarding the recommendations of the Madras Government regarding the proposals made by the Secretary of State in his Despatch no. 9 (Public-Educational), dated the 28th January 1892, in connection with the reorganisation of the Educational Services in India.

2. The Government of India find that it is necessary, before submitting the various provincial schemes of reorganisation to the Secretary of State, to make a further reference to Local Governments and Administrations on certain points. It is also necessary that Proposition Statements should be carefully prepared by each Local Government so that the financial effect of the reorganisation may be exactly estimated. I am now to request that, under the orders of His Excellency the Governor in Council, a Proposition Statement may be prepared for the Madras Presidency; and, in order to enable this to be done, I am to communicate the decisions contained in the following paragraphs at which the Government of India have arrived.

3. I am to explain that the present financial condition is such that proposals for additional expenditure on points not essential to the reorganisation cannot be entertained. The Governor-General in Council regrets therefore that he is unable at present to recommend to the Secretary of State the proposal of the Government of Madras for raising the pay of the Director of Public Instruction. It is important that—the new arrangements

should, if possible, involve no expenditure in excess of that which is now being incurred; and His Excellency in Council hopes that this principle will be borne in mind in preparing the final scheme of reorganisation for the Madras Presidency.

4. There are two preliminary matters connected with the reorganisation on which some further explanation is required. The first is the designation of the three services into which the Educational Department is to be divided in future. The Department will consist of (A) the Superior Service, and (B) the Subordinate Service. The Superior Service will consist of two branches, one including the posts to be filled by persons recruited in England, which might be called the European Service; and the other including the posts to be filled by persons recruited in India, which might be called the Provincial Service. In accordance with the principles which have been adopted for the Judicial and Executive Services and some other Departments, the Government of India propose that the three divisions of the Educational Department should be designated (i) the European Educational Service, (ii) the Provincial Educational Service, and (iii) the Subordinate Educational Service. The term "European" has been decided upon instead of the term "Imperial" which has been adopted in certain other Departments, as the latter would not be suitable for the Educational Service which will be restricted to a particular Province.

5. The second question for determination is where the dividing line should be drawn between the Provincial (Superior) and Subordinate Services. In paragraph 5 of their Public Despatch no. 17, dated the 25th March 1891<sup>1</sup> (extract forwarded with Home Department letter no. 129, dated the 26th March 1892), the Government of India had proposed that it should be drawn so as to include all appointments on pay of more than Rs. 200 a month in the former service, while all posts on Rs. 200 or less would be classed as subordinate. On full consideration, however, they are inclined to think that the correct principles of demarcation are: (1) that the line between the two services should be drawn rather according to the nature of the officers held than according to pay; (2) that, generally, Professors, Inspectors and Joint and Assistant Inspectors should be included in the Provincial Service; and that Deputy Inspectors, Headmasters of District Schools and officers of lower rank should belong to the Subordinate Service; (3) as regards its offices, that those carrying less pay than Rs. 200 a month should not, except for a very special reasons, be placed in the Provincial Service; and that, on the other hand, office on higher pay than Rs. 200 (such as the senior Deputy Inspectorships in Bengal) may, at the discretion of the Local Government, be classed in the Subordinate Service.

In this connection I am to bring to the notice of His Excellency in Council the distribution of appointments made by the Government of

<sup>1</sup>Refer to Document no. 83.

Bengal between the two services,<sup>1</sup> which appears to the Government of India to be a suitable one. The Provincial Service in that Province includes the Professors of Colleges, Principals of Colleges which do not contain any member of the European Service, Inspectors of Schools, Joint and Assistant Inspectors of Schools, the Inspectress of Female Schools, Headmasters of Collegiate Schools and Training Colleges, Superintendents and Headmasters of Madrasas, the Headmaster of the Kurseong English School, and the Personal Assistant to the Director of Public Instruction. The Subordinate Service includes the Headmasters and Undermasters of Zilla Schools, Deputy Inspectors and Sub-Inspectors of Schools, and a few ministerial and other miscellaneous appointments.

I am to inquire whether, in view of the preceding remarks, the Madras Government desire to make any modifications in their list of Provincial Service appointments submitted with your letter under reply.

6. It is desirable that the same classes of offices should be entered in the same service in each Province. I am to request that, with the permission of His Excellency the Governor in Council, the Government of India may be furnished with a list of all the appointments in Superior Educational Service in the Madras Presidency, showing separately those (1) in the European Service, (2) in the Provincial Service, and (3) unclassified, i.e., not definitely placed on either of the above lists.

7. Turning now to the financial side of the reorganisation, I am to say that the Government of India have decided, in agreement with the Madras Government, that the ordinary rate of pay for Professors and Inspectors recruited in England should be Rs. 500-50-700 a month during their probationary period of five years and Rs. 750-50-1,000 in their second period, the maximum of Rs. 1,000 being attained at the end of ten years. This will be the general rule, but it must necessarily be left open to the Secretary of State to offer a fixed pay of Rs. 600 a month (the equivalent of Rs. 500-50-700) for the probationary period in special class, or even to offer higher pay not exceeding Rs. 700 when the services of a competent officer cannot otherwise be secured.

8. The question then arises whether any increase of pay should be given to these officers after they have attained the maximum of Rs. 1,000. In paragraph 6 of his Despatch no. 9 (Public-Educational), dated the 28th January 1892, the Secretary of State asked the Government of India to consider whether higher pay should not be open to a Professor as such. Although the position and prospects of Educational officers recruited in England will be considerably improved under these proposals, the Government of India are inclined to think that it would be an undesirable arrangement, and one which might possibly create discontent in the service, if a large proportion of its members were to attain the highest pay open to them after

<sup>1</sup>Refer to Document no. 30.

ten years' service; for it is probable that some officers will never obtain one of the personal allowances which are to be given only in special cases, while others may only obtain one at a much later period of their service than ten years. To meet this difficulty, the Bombay Government have proposed<sup>1</sup> that an officer of twenty years' approved service whose total salary does not exceed Rs. 1,000, should be given a special allowance of Rs. 100 a month, and that if the allowance were refused to him, he should be called upon to retire. The Government of India are inclined to the opinion that the principle of the proposal is a good one; but they would prefer to substitute fifteen years' service for twenty as the period after which the special allowance would be available, or the officer might be called upon to retire. I am to invite the opinion of His Excellency the Governor in Council both on the proposal of the Bombay Government and on the alternative suggested above. The point should be considered with reference to the Secretary of State's suggestion<sup>2</sup> that a stipulation should be included among the terms of Educational Service, reserving to Government the right of retiring an officer of more than five years' service if it is deemed to be to the public interest that he should so retire, though not permanently incapacitated by bodily or mental infirmity.

9. As regards the question how the salaries of Principals of Colleges and the Senior Inspectors are to be fixed, the Government of India are of opinion that the system of granting personal allowances to the holders of these posts should be adopted, and that the allowances should be progressive, so as to correspond to some extent with the higher rates of pay in the present Graded List, which will be supplanted by the new system. The allowances proposed by the Madras Government are: (a) two of Rs. 250-50-500, to be given to the Principal, Presidency College, and the Senior Inspector of Schools; and (b) two of Rs. 200-10-250, to be given respectively to the Principals of the Rajahmundry and Kumbakonam Colleges. These proposals, I am to say are approved by the Government of India. It will, however, be open to the Madras Government to give one of the lower allowance to an Inspector of long standing and approved service in His Excellency the Governor in Council considers his claims to it to be superior to those of one of the Principals.

10. With reference to the Secretary of State's suggestion<sup>3</sup> that at least half the Inspectorships should be transferred to the Provincial Service, the Madras Government propose that two Inspectors should be recruited in England and two in India. The Government of India approve this distribution of appointments between the two services.

<sup>1</sup>Refer to Document no. 52.

<sup>2</sup>Paragraph 7 of Secretary of State's Despatch no. 9 (Public-Educational), dated 28 January 1892. See Document no. 84.

<sup>3</sup>Paragraph 6 of Secretary of State's Despatch no. 9 (Public-Educational), dated 28 January 1892.

11. Upon the question of the transfer of Professors to the office of Inspector, which is noticed in paragraph 6 of the Secretary of State's Despatch of 28th January 1892, the Government of India have come to the conclusion, in concurrence with the Madras Government, that this is a matter which must be left to the discretion of Local Governments, who will be best able to judge whether a particular Professor should be permanently or temporarily appointed to an Inspectorship.

12. As regards the prospects of existing members of the graded service, the Government of India are of opinion that no officer now in the Graded List should suffer by the reorganisation. The proposed scheme is chiefly designed to better the prospects of Educational officers in the earlier period of service, and much dissatisfaction would be caused if those now in the 3rd and 4th grades were declared ineligible to rise to the two higher grades. The Governor-General in Council has therefore decided that every officer who has been permanently appointed to the Graded List should be given the option of coming under the new scheme, or of continuing on the Graded List and obtaining promotion as vacancies occur in it, subject to the condition that only those considered fit for promotion will get it. This decision renders it unnecessary to consider the question of the grant of a personal allowance to Dr. Wilson.<sup>1</sup>

13. The question has been raised in this correspondence whether the post of Director of Public Instruction should be treated as exclusively preserved for officers of the Educational Department. A reference to paragraphs 2 and 6 of Home Department Resolution no. 10/300-10, dated the 4th September 1886,<sup>2</sup> will show the view which has already been expressed by the Government of India on this matter. While the Governor-General in Council is of opinion that the appointments should not be entered in the lists now to be prepared as exclusively reserved for the Educational Department, he would have it remembered that, for the reasons stated in the Resolution quoted above, the omission of the post from the lists should not interfere with the principle that, *caeteris paribus*, the appointment is to be given to a member of the Educational Service. In the Madras Presidency however, the post of Director of Public Instruction is included in the cadre of recruitment for the Indian Civil Service.

14. The question of the pay to be given to members of the Provincial Educational Service when acting in temporary vacancies in posts ordinarily filled by members of the European Service was only referred to by three Local Governments and seems to require further consideration. The Government of India, while reserving a final opinion, are inclined to think

<sup>1</sup>In his letter no. 11029 of 11 August 1892, Dr. Duncan had recommended a personal allowance of Rs. 250 for Dr. Wilson, Professor of Chemistry. *Home-Education, A Proceedings*, August 1893, no. 52.

<sup>2</sup>See their letter no. 1725 of 13 August 1893. Refer to Document no. 52.

that the principle recommended, by the Bombay Government, namely, that the salary of a Provincial officer so officiating should be assimilated to that of the Professor or Inspector on the Provincial List (or, in other words, that an officer of the Provincial Service acting in a Professorship of Inspectorship on the European List should draw acting allowance on the salary of a Provincial Professor or Inspector), is the right principle and should be adopted. There would, however, be a difficulty in giving effect to it in cases in which all members of the Provincial Service are graded together and their pay is personal, no definite pay being assigned to Professorships or Inspectorships as such. This is the system proposed for the Madras Presidency, subject, however, to the proviso that no Professor or Inspector shall be appointed on a salary of less than Rs. 500 a month. I am to enquire whether the proposal of the Bombay Government is concurred in by the Government of Madras, or whether they would adhere to their original proposal that Provincial Service officers officiating for officers of the European Service should receive an extra allowance of Rs. 100.

15. It is proposed by the Madras Government that the various grades in the Provincial Service should be regarded as distinct classes for the purposes of Article 155 of the Civil Service Regulations, and that definite pay should be regarded as attached to classes and not to definite appointments, this rule being however subject to the condition that no Professor or Inspector should be appointed on a salary of less than Rs. 500 a month. The Government of India have given their careful attention to this proposal, but regret they are unable to sanction the system of acting allowances involved in it.

16. The detailed scheme of reorganisation proposed by the Government of Madras has the entire approval of the Government of India, except that they are of opinion that, as explained in paragraph 13 of this letter, the post of Director of Public Instruction should be omitted from the list of appointments in the Educational Department. I am to add that the Governor-General in Council accepts the opinion of the Madras Government that the posts of Senior and Junior Inspectress of Schools should for the present be included in the list of appointments to be recruited in England. An explanation should be added showing precisely the duties attached to these posts.

17. The Government of India would be glad to receive a reply to this letter and the requisite Proposition Statement at an early date.

I have the honour to be, Sir,

Your most obedient servant,

C.J. LYALL

Secretary to the Government of India

## DOCUMENT No. 48

*The Secretary to the Government of Madras submits to the Secretary to the Government of India Proposition Statements on the subject of the reorganisation of the Education Department.*

No. 831

Fort St. George, the 13th November 1893

**From:** The Honourable Mr. J.F. Price, Chief Secretary to the Government of Madras

**To:** The Secretary to the Government of India

I am directed to reply to your letter dated 22nd August 1893, no. 259, on the subject of the reorganisation of the Educational Department.

2. As requested in paragraph 2 of your communication, Proposition Statements have been prepared and are submitted.

3. In paragraph 3 the Government of India expresses its inability to recommend to the Secretary to State the proposal that the salary of the Director of Public Instruction in Madras shall be raised to Rs. 2,000-100-2,500. I am to state that His Excellency in Council earnestly hopes that the Government of India will be able to reconsider this decision. The work developing on the Director of Public Instruction of this Presidency is exceedingly heavy, and, as a matter of principle, it is expedient that the pay of the head of the department in Madras should not be less than that which is attached to the Directorships in Bengal and Bombay. The Government of India is doubtless aware that the Director of Public Instruction is also Commissioner for the Uncovenanted Civil Service Examinations,<sup>1</sup> in this Presidency, but the magnitude and importance of the duties attaching to the post of Commissioner are not perhaps, so clearly understood. For an enumeration of these duties a reference may be made to Dr. Duncan's letter of the 19th September last, no. 10316,<sup>2</sup> which forms an enclosure to this communication. They are so considerable that His Excellency the Governor in Council is of opinion that it is unreasonable to expect any officer to perform them without pay. In present circumstances it is impossible to assign the work of the Commissioner for the Uncovenanted Civil Service Examinations to any officer other than the Director of Public Instruction,

<sup>1</sup>Uncovenanted Civil Service Examinations were: (1) the Primary School Examination, (2) the Lower Secondary Examination, (3) the Upper Secondary Examination, (4) the Government Technical Examination, and (5) the Special Tests. The number of candidates who presented themselves at these examinations respectively in 1892-93 was (1) 29,993, (2) 5,633, (3) 73, (4) 895, and (5) 6,115. It was stated that when the appointment of Commissioner was attached to the Directorship in 1800 there were only two big examinations to control, i.e., Middle School Examination and the Special Tests.

<sup>2</sup>See *Home-Education, A Proceedings*, for November 1892, no. 830.

and if he is to continue to perform it, he must receive some compensation which, His Excellency in Council considers, should take the form of an addition to the salary attached to the Directorship. Dr. Duncan suggests, as an alternative, that the Commissionership should carry with it a local allowance of Rs. 250 per mensem, but such an allowance could not be drawn during leave, and would not count for furlough allowances, and the Government prefers the plan of an addition to salary. In view of these further observations, it is hoped that His Excellency the Governor-General in Council will see his way to recommend to the Secretary of State the increase of pay proposed in paragraph 4(a) of the Proceedings of this Government communicated with Mr. Galton's letter dated the 21st January 1893, no. 34 Educational.<sup>1</sup>

4. In paragraph 5 of your letter under reply, the question of the dividing line between the Provincial and Subordinate Services is discussed. The Government of India is inclined to think that the demarcation should be made with reference to the nature of the offices rather than on a consideration of the pay, which latter method is adopted by this Government. With regard to this point I am directed to observe that the system proposed by the Government of India is incompatible with the organisation of the Provincial Service in grades, and it would therefore be a matter of some difficulty to combine the Bengal scheme which has received the approval of the Government of India with that proposed by this Government. At the same time it seems to His Excellency in Council that the Provincial service as organised by this Government will be in substantial agreement with the Provincial Service as organised by the Government of Bengal, although the principles upon which the division between the Provincial and Subordinate services has been made are different. In any case, it would be impossible to adopt the Bengal classification of appointments in the Provincial service unless it were considerably modified to suit the conditions of service in this Presidency, and, as the method of demarcation on a consideration of pay is, at least, fairly reasonable, and certainly easily intelligible, His Excellency in Council does not see sufficient reason to make any modifications in the list of Provincial Service appointments previously submitted.

5. As requested in paragraph 6 of your letter, I am directed to forward a list of all the appointments in the Superior Educational Service showing separately those (1) in the European service, (2) in the Provincial service, vide appendix.<sup>2</sup> There are no "unclassified" appointments.

6. Paragraph 8 of your letter deals with the question whether Inspectors and Professors belonging to the European service should receive any increase of pay after they attain the maximum salary attached to their

<sup>1</sup>See Document no. 46.

<sup>2</sup>See Enclosure.

appointments, viz., Rs. 1,000. The Government of India suggests that a special allowance of Rs. 100 per mensem should be granted to such officers after 15 years' service, subject to the condition that the Local Government may decline to grant an allowance in any case, and that the officer whose allowance is so declined shall be obliged thereupon to retire. His Excellency in Council concurs with the Government of India that special allowances, such as proposed, should be granted after 15 years' service, but is not in favour of the condition appended to the proposal. This Government has already suggested (paragraph 4(e) of the Proceedings of the Madras Government communicated with Mr. Galton's letter dated 21st January 1893, no. 34 Educational), that a stipulation should appear in the agreements of all officers recruited in England to the effect that the Local Government may at any time require their retirement when the interests of the public demand, and if this proposal is acted upon, no further protection against the continuance in the service of incompetent men will be necessary. There is no particular reason why the refusal of the allowance should carry with it what amounts to dismissal, and the allowance would probably come to be granted in every case as a matter of course. This Government would suggest that when an officer who is drawing the special allowance of Rs. 100 is appointed to a post (Principalship or senior Inspectorship) to which a separate allowance is attached, his special allowance should merge in the higher separate allowance.

7. Paragraph 14 of your letter discusses the question of the pay to be given to members of the Provincial Service when acting in appointments usually reserved for members of the European service, and it is suggested that in such cases the Provincial Service man should draw acting allowance on the pay of a Provincial Professor or Inspector. I am directed to point out that it is impossible to adopt this suggestion, because in the Provincial Service as organised by this Government, definite pay has not been attached to the posts of Inspector and Professor. If, therefore, the Government of India continues to object to the previous proposal of this Government, which was that Provincial Service men acting in the European Service should receive Rs. 100 a month as an allowance, His Excellency in Council would suggest that they should draw acting allowance on Rs. 700, that being the pay attached to the highest grade of the Provincial Service under the scheme previously submitted. The result of this method of remuneration will of course be that the two men in the highest grade of the Provincial Service will get no allowance whatever when they act in the European service.

In this connection the local Director of Public Instruction has raised the question whether a Provincial Service man who officiates as Principal of a College or as senior Inspector, will receive the allowances attached to the Principalships and Inspectorships. These allowances are, strictly speaking,

neither personal nor local: if they were the former, the acting man could get no part of them; if they were the latter, the acting man would get the whole allowance. The allowances are special and have all the incidents of salary, and, in the opinion of this Government, men acting as Principals or senior Inspectors should receive acting allowances on the allowances, as if they formed a portion of the pay attached to the officers in which they are acting.

8. His Excellency in Council observes with regret that the Government of India has declined to treat the various grades of the Provincial Service as distinct classes for the purposes of Article 155, Civil Service Regulations. It is hoped that it will be found possible to reconsider this decision. As the salaries attached to the grades are fixed and not incremental, a system of acting allowances among the grades will not give rise to any complications of account.

9. The information as to the duties of Inspectresses which is asked for in paragraph 16 of your letter, has been supplied in paragraph 14 of Dr. Duncan's letter, dated 19th September 1893, no. 10313, vide Proceedings of this Government, dated the 13th November 1893, no. 830 Educational.

10. In order to give effect to the orders to the Government of India limiting the cost of the proposed scheme to that of the present sanctioned scale, Dr. Duncan has suggested that the following changes be made in the proposals previously submitted by this Government to the Government of India:

- (1) he reduces the allowances of the Principal of the Presidency College and the Senior Inspector from Rs. 250-50-500 to Rs. 250-30-400;
- (2) he reduces the allowances of the Principals of the Kumbakonam and Rajahmundry Colleges from Rs. 200-20-250, to Rs. 150-10-200;
- (3) he reduces the strength of the second grade of the Provincial Service (carrying Rs. 600) from two to one, and places the other appointment in a separate grade carrying Rs. 550;
- (4) he reduces the strength of each of the seventh (Rs. 250) grades of the Provincial service by one, and adds the two appointments to the last grade on Rs. 200.

In this way the cost of the European Provincial Service has been brought down to Rs. 29,183  $\frac{1}{3}$  per mensem. This sum is exactly equal to the actual cost of the present establishment, but it should be observed that this *actual* present cost is lower than the *sanctioned* cost as shown below:

- (1) In Mr. Hewett's letter dated 21st February 1890, no. 71, the Government of India sanctioned a revised scale of establishment for the College of Agriculture, which resulted in a reduction in the pay of the Principal (Rs. 500-50-900, against Rs. 800-50-1,000) and of the Vice-Principal (Rs. 400-20-500, against Rs. 500-25-750); this revised and lower rate of salaries has not yet been brought into actual operation, because no Principal has been appointed since Mr. Robertson retired,

## ENCLOSURE

## Statement of Proposition for Revision of Establishment

Order sanction no. Present Establishment Government of Department			Nature of Charge														
			Present Scale				Proposed Scale										
					Pay		Total average cost		Designation		Pay		Total average cost				
No.	Date	Office to which the proposition refers	No.	Designation	Minimum	Increment	Maximum	9	No.	Designation	Minimum	Increment	Maximum	15			
1	2	3	4	5	6	7	8		10	11	12	13	14	15			
			The Provincial Educational Service														
			Provincial Education Service														
			2	Assistant Inspectors	R 400	R 10	R 500	R a. p. 933 1/2 0 0	2	First class	R —	R —	R 700	R a. p. 1,400 0 0			
			3	Ditto	300	10	400	1,100 0 0	A 1	Second class	—	—	600	600 0 0			
			4	Ditto	200	10	300	1,066 1/2 0 0	1	Third class	—	—	550	550 0 0			
			3	Upper Subordinates, Scholastic Branch	400	20	500	1,400 0 0	B 4	Fourth class	—	—	500	2,000 0 0			
			5	Ditto	300	20	400	1,833 1/2 0 0	3	Fifth class	—	—	450	1,350 0 0			
			(d) 10	Ditto	200	20	300	2,666 1/2 0 0	4	Sixth class	—	—	400	1,600 0 0			
			1	Assistant Superintendent, School of Arts	400	—	400	400 0 0	4	Seventh class	—	—	350	1,400 0 0			
			1	Vice-Principal, Rajah- mundry Training College	250	(e)	250	250 0 0	5	Eighth class	—	—	300	1,500 0 0			
			1	Headmaster, Calicut Training College	200	—	200	200 0 0	5	Ninth class	—	—	250	1,250 0 0			
			1	Deputy Superintendent, Reformatory School, Chingleput	200	10	250	233 1/2 0 0	6	Tenth class	—	—	200	1,200 0 0			
			31	Grand Total, European & Provincial Educational Services	—	—	—	10,083 1/2 0 0	32	With option Without option	—	—	—	10,850 0 0			
					—	—	—	29,933 5 4			—	—	—	29,200 0 0			
														29183 1/3 0 0			

337 Edil, 542 Edil, 851 Jutil

(Contd.)

(Contd.)

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
91, 330, 609, 621, 716, 637, 723, 357 and 701	25th August 1892, 13th November 1889, 2nd November 1888. 8th November 1890, 4th May 1892 and 4th November 1890	The European Educational Service	1 2 4 8(a)	Graded List First class Second class Third class Fourth class  Non-graded List Principal, Law College Professor of Physics, Presidency College	1,250 1,000 750 500  1,200 500	50 50 50 50  — 50	1,500 1,250 1,000 750  1,200 700	1,416 <sup>2</sup> / <sub>3</sub> 2,333 <sup>1</sup> / <sub>3</sub> 3,666 <sup>2</sup> / <sub>3</sub> 5,333 <sup>1</sup> / <sub>2</sub>  1,200 633 <sup>1</sup> / <sub>3</sub>	1 2 4 3 3  10 3 13	A—Graded List if continued First class Second class Third class Fourth class Supernumeraries, fourth class  Or B—European Service if substituted Officers, European Educational Service Two personal allowances Two ditto Supernumeraries	1,250 1,000 750 500 500  500 250 150 500	50 50 50 50 50  50 30 10 50	1,500 1,250 1,000 750 750  1,000 400 200 750	1,416 <sup>2</sup> / <sub>3</sub> 2,333 <sup>1</sup> / <sub>2</sub> 3,666 <sup>2</sup> / <sub>3</sub> 2,000 2,000  11,416 <sup>2</sup> / <sub>3</sub>  8,333 <sup>1</sup> / <sub>2</sub> 700 266 <sup>2</sup> / <sub>3</sub> 2,000 11,400

(Contd.)

A. Not to have effect until the supernumeraries to the European Educational Services are absorbed or choose to join the Provincial Educational Service.

B. Including two Professorships to be transferred from the graded list.

(d) The appointment of one of the senior Assistant Professors, Presidency College, proposed to be abolished, has been included as the abolition has not yet been given effect to.

(e) The appointment of Vice-Principal, Training College, Rajahmundry, with enrolments Rs. 250 shown in the column "present scale" is shown in the column "proposed scale" in the propositions statement submitted under this office endorsement No. & D.S. — 413, dated 17th October 1883.

To the Chief Secretary of the Government of Madras, Educational Department, through the Accountant General, with reference to G.O. No. 1695, dated the 23rd September 1878, Financial Department.

D. DUNCAN

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
	30th March 1881, 18th May 1891, 4th October 1889													
			1	Principal, Teachers' College	600	50	1,000	866 <sup>2</sup> / <sub>3</sub>	1	C—European Service, Non-graded List	1,200	—	1,200	1,200
			1(b)	Principal, College of Agriculture	800	50	1,000	933 <sup>1</sup> / <sub>3</sub>	1	Principal, Law College	500	50	1,000	3,333 <sup>1</sup> / <sub>3</sub>
			1	Superintendent, School of Arts	500	50	1,000	833 <sup>1</sup> / <sub>3</sub>	4	Officers, European Educational Service	500	20	600	566 <sup>2</sup> / <sub>3</sub>
			1	Senior Inspectress of Girls' Schools	500	20	600	566 <sup>1</sup> / <sub>3</sub>	1	Senior Inspectress of Girls' Schools	500	10	500	483 <sup>1</sup> / <sub>3</sub>
			1	Junior Inspectress of Girls' Schools	400	20	500	466 <sup>1</sup> / <sub>3</sub>	1	Junior Inspectress of Girls' Schools	450	20	500	466 <sup>1</sup> / <sub>3</sub>
			1	Vice-Principal, Teachers' Agriculture	400	20	500	466 <sup>2</sup> / <sub>3</sub>	1	Vice-Principal, Teachers' College	400	20	500	466 <sup>1</sup> / <sub>3</sub>
			1(b)	Vice-Principal, College of Agriculture	400	25	750	466 <sup>2</sup> / <sub>3</sub>	1	Vice-Principal, Teachers' Agriculture	400	20	500	466 <sup>1</sup> / <sub>3</sub>
			1(c)	Superintendent, Presidency Training School for Mistresses	400	20	500	466 <sup>2</sup> / <sub>3</sub>	1	Superintendent, Presidency Training School for Mistresses	350	10	450	416 <sup>1</sup> / <sub>3</sub>
			25				19,850	23		A and C together	—	—	—	6,933 <sup>1</sup> / <sub>3</sub>
										B and C together	—	—	—	18,350
														18,333 <sup>1</sup> / <sub>3</sub>

(a) Three of the appointments are now held by Natives of India who receive 2/3rd of the pay of the Europeans.

(b) The pay under the old scale has been shown as the new scale has not been given effect to.

(c) The pay of the appointment has been shown, although the present incumbent is drawing pay and allowances, Rs. 350 under contract.

To the Chief Secretary to the Government of Madras, Educational Department, through the Accountant General, with reference to G.O. no. 1695, dated the 23rd September 1878, Financial Department.

MADRAS,

The 19th September 1893

D. DUNCAN

Director of Public Instruction

and on this ground the Accountant General has substituted the old rates of pay in the columns of the proposition statements which show the present scale.

- (2) The Superintendent of the Training School for Mistresses receives Rs. 350 on agreement, but the sanctioned pay of the post is Rs. 400-20-500 (Secretary of State's Despatch dated 19th March 1891, no. 38, Public (Educational), and the Accountant General has raised the figures under "present scale" accordingly.
- (3) In Home Department telegram dated 29th July 1893, the Government of India sanctioned the abolition of a senior Assistant Professor on Rs. 200-20-300 in the Presidency College in view to the creation of a Post of Vice-Principal of the Rajahmundry Training College carrying Rs. 250; the Accountant General has included both these posts in the present scale on the ground that the abolition of the former has not yet been effected.

By the above means the Accountant-General has raised the cost of the scale to Rs. 29,933  $\frac{1}{3}$  but it should be noted that the introduction of the new and lower scale of pay in the College of Agriculture is merely a matter of time, and that the Vice-Principal of the Rajahmundry Training College will not be appointed until the senior Assistant Professorship in the Presidency College has ceased to exist. It is fair, however, to raise the sum showing the *actual* present cost (viz., Rs. 29,183  $\frac{1}{3}$ ) by the difference between:

- (1) the pay of the Senior Assistant Professor and that sanctioned for the Vice-Principal of the Rajahmundry Training College;
- (2) the pay drawn under contract by the present Superintendent of the Training School for Mistresses and the sanctioned pay of the post.

The cost of present scale may therefore be put at Rs. 29,183  $\frac{1}{3}$  + 183  $\frac{1}{3}$  + 133  $\frac{1}{3}$ , or Rs. 29,316  $\frac{2}{3}$ .

The Government is strongly opposed to the reduction in the allowances of the three Principals of Colleges and of the senior Inspector which has been suggested by Dr. Duncan, and proposes to raise them again to the figures originally suggested, namely, Rs. 250-50-500 for the Principal of the Presidency College and the Senior Inspector, and Rs. 200-10-250 for the Principals of the Kumbakonam and Rajahmundry Colleges.

The financial effect of the present proposals will thus be:

Total actual cost of present scale	Rs. 29,183 $\frac{1}{3}$
Add	133 $\frac{1}{3}$
Grand Total Cost	29,316 $\frac{2}{3}$
Cost of Dr. Duncan's revised scheme	29,183 $\frac{1}{3}$
Add enhanced allowances	233 $\frac{1}{3}$
Total	<u>29,416 <math>\frac{2}{3}</math></u>

The excess of the cost of the proposed scheme over what may fairly be taken to represent the cost of the present scale is only Rs. 100, and to this trifling increase it is hoped that the Government of India will have no objection.

11. It was originally proposed to include the Principal of the Law College in the European service and give him a salary of Rs. 1,000-50-1,250, but Dr. Duncan has now suggested that his pay should be Rs. 1,200 fixed. It seems, however, to Government, that the best plan will be to remove the post altogether from the cadre of the service, for the Secretary of State has expressed a wish (Public Despatch dated 16th April 1891, no. 3) that the connection of Government with the Law College should be served as soon as possible. If this proposal is carried out, the cost of the present and proposed scales is establishment will be reduced by Rs. 1,200 per mensem.

12. The Directorship has been removed from the cadre of the service with reference to paragraph 13 of your letter under reply.

13. The Director observes that there is no necessity to allow to members of the Provincial service the privilege of declining to come under the new scheme which the Government of India has decided to concede to members of the European service. The Government concurs with this view.

*Home-Education, A Proceedings, February 1895, no. 34.*

#### DOCUMENT No. 49

*The Government of India invites the opinion of the Madras Government on the question, whether in the scheme of future reorganisation of the Educational Service, Provision should be made for competent officers of the Provincial services for promotion to the Imperial service.*

No. 356

Simla, the 8th October 1895

*From:* J.P. Hewett, Esq., C.I.E., Offg. Secretary to the Government of India

*To:* The Chief Secretary to the Government of Madras

Sir,

With reference to your letter no. 831, dated 13th November 1893, I am directed to state, for the information of the Government of Madras, that the Secretary of State has suggested that the question should be considered whether, in the scheme for the future organisation of the Educational Services, provision should be made for the case of officers of the Provincial

Service whom it may be desirable to promote to the Imperial list. It appears from the Madras Civil List, corrected up to 1st July 1895, that Mr. C.C. Flanagan, an Assistant Inspector of Schools, is at present sub-pro-tem Inspector of Schools, Southern Circle, in class IV of the Graded Service. I am to enquire whether His Excellency the Governor in Council is of opinion that Mr. Flanagan, or any other officer not of the Graded List, should be admitted permanently into the European Educational Service on its constitution, and if so, to request that the grounds upon which His Excellency in Council would recommend their admission, and the terms upon which it should, in this opinion be carried out, may be stated for the consideration of the Government of India.

I have the honour to be, Sir,

Your most obedient servant,

J.P. HEWETT

Offg. Secretary of the Government of India

*Home-Education, A Proceedings, January 1896, no. 14.*

#### DOCUMENT No. 50

*Extract from the letter of W. Lee-Warner, Secretary to the Government of Bombay, Judicial Department to the Secretary, Government of India conveying the views of his Government on the recommendations of the Public Service Commission regarding the Education Department.*

No. 2966

Bombay Castle, the 7th June 1888

#### **Extract from the Proceedings of the Government of India in Home-Department**

**From:** W. Lee-Warner,<sup>1</sup> Esq., Secretary to the Government of Bombay  
Judicial Department

**To:** The Secretary to the Government of India

I am directed to acknowledge the receipt of your letter no. 21-622 dated the 16th March 1888,<sup>2</sup> relative to the recommendations of the Public Service Commission, and indicating sixteen paragraph of chapter X of their

<sup>1</sup>Mr. W. Lee-Warner joined the Indian Civil Service in 1869. He was Secretary to the Government of Bombay in the Political and Judicial Departments, served as Chief Commissioner of Coorg and Resident at Mysore in 1895. He became Secretary to the Political Department of India Office (1895-1902) and wrote *Protected Prince of India*, *The Citizens of India* and *The Marquis of Dalhousie*.

<sup>2</sup>Refer to Document no. 25.

report on which the opinion of this Government is particularly desired. These paragraphs naturally fall into four groups, of which the first including paragraphs 28, 30, 38, 44, and 48, deals with the recruitment of the Provincial Service; while the second group of paragraphs 58, 59 and 61 concerns the Education Department; the third group, consisting of paragraphs 75, 76 and 86 to 90, affects the Judicial Department; and paragraphs 25 discusses the line of demarcation between the Provincial and Subordinate Service. I am to follow this division of the subject.

\* \* \*

10. I am now to proceed to an examination of the second group of recommendations numbered 58, 59 and 61 which affect the Education Department. The recommendation on this subject limit recruitment in England to special appointments, and in the case of Professors to Specialists engaged, if possible for a term of years. The abolition of the graded list with due regards to vested interests is suggested, and in the 64th paragraph, to which special attention has not been invested, the recruitment of Inspectors dealt with. I am to offer the following remarks on these subjects. To the abolition of the graded list in the future Government sees no objection, but for those who are now included in it, promotion must be provided in accordance with legitimate expectations based on past experience. The introduction of the new scheme will probably involve expense, since the salary of any appointment now in the grades, if based on the considerations recited in paragraph 60, will presumably be higher than the lowest salary of a graded service. If financial difficulties are surmounted, the recommendation 61 should, in the opinion of His Excellency in Council, be carried out. The restriction of recruitment from England recommended as a rule in paragraph 58 is the practice now in force. The adoption, however, of this practice has been forced upon Government, not in the interests of education but in those of economy. As the Government of India are aware, a strong case was made out by this Government in 1885 for strengthening the Deccan College, which was not sanctioned by the Government of India owing to fiscal considerations; and even in regard to High Schools, a rule which makes it impossible to give to them the benefits of English supervision is one which must be accepted as inevitable rather than approved, on principle. The recruitment of specialists and for a term of years was advocated by this Government in 1886, but the success of the experiment would depend largely upon the cooperation of educational agencies in England. If the interchangeability of Indian and English Professors in special subjects could be secured, the difficulty of short service would be solved. Otherwise it may prove to be more economical to engagements for a longer period. Much would, however, depend on the pension or gratuity rules. In regard to the

engagement of specialists, and indeed of all future European recruits, the Governor in Council would ask for the largest liberty both as to the terms of their engagement and to the country or profession from which they are to be recruited. It is impossible to foresee either the methods or agencies of future educational developments in India. The field is so vast, and the wants of the country so various. This Government is not even prepared to defend the reservation, by a strict rule, for Englishmen of the appointments entered in paragraph 58, while on the other hand, it doubts the expediency of absolutely limiting recruitment from England to these situations. At present the Governor in Council is not inclined to recognise the propriety of permitting its Professors to undertake extraneous duties, but it has been suggested that specialists might devote a certain time to lectures in College without neglecting professional work or private practice. In view of the uncertainty which surrounds the consideration of this and other questions in the present provinces where general educational conditions are advanced as they are in Bombay and Bengal.<sup>1</sup>

*Home-Public, A Proceedings*, October 1888, no. 196.

#### DOCUMENT No. 51

*A copy of the correspondence with the Bombay Government on the subject of a scheme of recruitment for the Educational Department of that Presidency is forwarded to the Secretary of State for India.*

No. 13

Simla, 18th August 1891

To: The Right Honourable Viscount Cross, G.C.B., Her Majesty's Secretary of State for India

My Lord,

We have the honour to forward for your Lordship's information a copy of the correspondence with the Bombay Government entered in the enclosed list on the subject of a scheme of recruitment for the Educational Department of that Presidency which has been proposed by the Governor in Council.

We have the honour to be My Lord,

Your Lordship's most obedient, humble servants,  
LANDSDOWNE, F.S. ROBERTS, P.P. HUTCHINS, D. BARBOUR,  
A.E. MILLER, H. BRACKENBURY, R.C.B. PEMBERTON

<sup>1</sup>Seems to be an incomplete sentence.

## List of Enclosures—

1. Letter from the Bombay Government no. 1869, dated the 7th July 1891.<sup>1</sup>
2. Letter to the Bombay Government no. 195, dated the 10th August 1891.<sup>2</sup>

*Home-Education, A Proceedings, August 1891, nos. 41-44.*

## DOCUMENT No. 52

*Secretary to the Government of Bombay presents to Government of India his Government's views on certain suggestions made by the Secretary of State regarding the service matters of the educational, officers, and submits a detailed scheme for the reorganisation of superior educational services in that Presidency.*

No. 1725

Bombay Castle, 13th August 1892

*From:* W. Lee-Warner, Esq., C.S.I., Secretary to the Government of Bombay

*To:* The Secretary to the Government of India

I am directed to reply to your letter no. 130, dated the 26th of March last, requesting this Government to express its opinion upon certain suggestion made by Her Majesty's Secretary to State, and to submit a scheme for the reorganisation of the Superior Educational Service in this Presidency.

2. The principle accepted by the Secretary of State is that the graded system should be at once abolished, without injury, however, to the prospects of officers now included in that system: but it is proposed to render the Educational Service attractive by offering to those who are recruited in England certain compensatory advantages, detailed in paragraph 6 of the Secretary of State's Despatch.<sup>3</sup> The first point for consideration is the determination of the posts which must be reserved in the Professorial branch, the Inspectorate, and the posts of Headmasters of schools for officers recruited in Europe. This branch of the Service, from which no Native of India, who has qualified for appointment in Europe, will be excluded, may be shortly termed the Imperial Service. I am at once to recommend that, if any Native of India is recruited for the imperial branch by the Secretary of State in England, he should be eligible for all the

<sup>1</sup>Not included.

<sup>2</sup>Not included.

<sup>3</sup>Despatch no. 9, Public (Educational) of 28 January 1892. See Document no. 84.

advantages attached to that service, just as a member of the Indian Civil Service is entitled to enjoy the salary and prospects of that service irrespective of nationality. The next question is the settlement of salaries of the terms of service, and of the leave rules applicable to this branch of the Educational Service. I am to deal with these subjects in their order.

3. The Governor in Council adheres to the views expressed by his predecessors in Council, and contained in letter no. 2000, dated the 9th of November 1885, and no. 3, dated the 3rd January 1887, that the post of Director of Public Instruction should not be exclusively reserved for the Educational Department. The arguments then brought forward in favour of leaving to Government a free choice, for the selection of the administrative head of a large spending department, have gained force by the direction which educational policy has since taken. Government has largely retired from the management of educational institutions in favour of private enterprise.<sup>1</sup> Its own colleges and schools are reduced to a minimum, and of them no small proportion are institutions for which specialists are required. Thus with the restricted management of instructions, the field of selection of the Director has been also restricted. It will always be open to Government to select for the administration of education any officer of the department, whether engaged in collegiate education or in inspecting schools, but the Governor in Council excludes the Director of Public Instruction from the scheme under present consideration, just as hitherto that officer has been outside the graded system. In the same way, the Governor in Council has thought it proper to exclude from consideration the appointments connected with it, the Principal and the Vice-Principal of the School of Art, the whole staff of the Grant Medical College, and the Law Professors and Lecturers. The conditions of service for the Principal of the Rajkumar College are sufficiently defined in the Secretary of State's Despatch no. 1 (Financial), dated the 7th March 1878, addressed to the Government of India. The post requires special qualifications, and may perhaps be filled by a military officer, or as at present, by a gentleman who was Principal of an aided college and possessed special qualifications. The post of Vice-Principal is also best left out of view in connection with the present subject. The conditions of the School of Art are so peculiar, and the development of that institution so rapid, that it is impossible at present to fix a proper salary. The present Principal was engaged on the understanding that he might pursue his profession as an artist, and it is not probable that his successor will find time to do so. In any case, a specialist will be required, and for these reasons the appointments of Principal and Vice-Principal in the School of Art are excluded. As to the Grant Medical

<sup>1</sup>This was the time when private educational enterprise had made quite a good deal of progress. For the relevant statistics refer to S. Nurullah and J.P. Naik, *A Student's History of Education in India*, p. 148.

College, the salaries of the staff are not provided on the Education Budget. Finally the whole subject of the Law School is under separate consideration, and is a highly specialised branch of education.

4. The appointments, then, to which attention must be devoted as being either in the graded list, or filled by European officers lately recruited in England under special terms, are:

- (i) Three Principalships of the Elphinstone Arts College, the Poona College of Science, and the Deccan Arts College;
- (ii) Eleven Professorships now attached to these institutions, exclusive of minor Professorships or Lecturerships not borne on the graded list;
- (iii) Four Inspectorships.

The question is, which of these appointments should be recruited from Europe or placed on the Imperial list. At present one Chair of Sanskrit in the Deccan College and one Chair of Mathematics in the same college and one Inspectorship are being held by Natives of India.<sup>1</sup> The Governor in Council finds it difficult to decide what other Chairs should be handed over to the Provincial list, and I am to indicate the general nature of these difficulties. If the second Chair in Mathematics is placed on that list, there is a well grounded fear that the teaching of this important subject will suffer. If the second Sanskrit Chair is given up, the danger arises from a different quarter. India already owes much to the efforts of European scholars and to the progress of European research in Sanskrit and Philosophy.<sup>2</sup> It may almost be argued that, without a knowledge of German or French, the best Indian Sanskrit scholar is placed at a disadvantage. The loss to Europe of the opportunity afforded by work in India would react upon the study of Sanskrit in India. In this and other ways the removal of both Sanskrit Chairs from the Imperial list will be a loss to India as well as to Europe. Again, in the College of Science, which is a highly developed institution, there are a Principal and two Professors, besides a Lecturer, all brought out from Europe. It was proposed to transfer the Professorship of Chemistry and Geology in that College to the Provincial list, and to raise the Headmaster and First Master to Professorships of Chemistry with Geology, and of Physics, who would be placed on the Provincial list. But the insuperable objection to the first part of this scheme is that in the event of the Principal falling sick, there is only one Professorship on the Imperial list from which to choose his successor. The institution is one of such importance, teaching students from all parts of India in subjects practically new to India, that this Government feels unwilling to adopt a course which might injure the whole

<sup>1</sup>The natives occupying the Chairs of Sanskrit and Mathematics were respectively V.S. Apte and Ranganathan Mudaliar. Inspectorship was held by Nagoji Rau.

<sup>2</sup>Many European scholars contributed to the research in Sanskrit and Philology. The most prominent among these were Hultsch, Oppert, Princep, Wilson, William Jones, Max Müller and Winternitz.

future of a most promising institution. As regards the other Chairs, it was proposed to transfer one of the Professors of English Literature to the Provincial list. But the Governor in Council concurs with his predecessor in thinking, as reported in this office letter no. 416, dated the 10th March 1886, that adequate teaching in English, History, Political Economy, and Logic and Philosophy cannot yet be secured in India. The opinions of the Honourable Mr. Telang<sup>1</sup> and of other officers submitted to the Government of India in 1886 have lost none of their force. On the contrary, the concentration of the direct educational efforts of Government on two arts institutions—one in the Deccan and the other at the Presidency town—and the larger share in the administration opened under the Provincial Service to Natives of India, lend additional weight to the arguments then set forth as to the duty of Government to equip a few colleges as a standard of efficiency for other colleges. Amidst all these difficulties, the Government considers that its duty to higher education required the retention, on the Imperial list, of the three Principalships and eight Professorships. It is impossible to lay down beforehand the subjects which the Principals shall invariably teach: but the Chairs which it is at present proposed to retain on the Imperial list are shown in list appended to this letter.<sup>2</sup> It will be observed that two Professorships of English literature are retained for the Elphinstone College. The demand for them was urged for many years, but only recently met. If, as desired by the Government of India, moral training is to form an essential part of higher education, there is no sounder method for imparting such education than through Professors of English literature and History. Similar opportunities do not present themselves to the Professors of Sanskrit or Mathematics.

5. Postponing consideration of the Inspectors, I am next to deal with the scheme of salaries proposed for these 11 members of the Imperial list. It is suggested, as proposed by the Secretary of State, that all Professors on the Imperial list should rise in ten years to the salary of Rs. 1,000 per mensem. The probationary period of five years' service would be passed on a salary of Rs. 500, rising to Rs. 750 by a yearly increase of Rs. 50 per mensem. Those already recruited at a higher rate would not earn an increase until the lapse of time from the date of their appointment entitled them to the first increment of Rs. 50. At the end of five years the confirmation of each officer would receive formal consideration, and be specially sanctioned by a Resolution of Government. Thereafter the increments would proceed at the same rate until Rs. 1,000 was reached. To the post of Principal would be

<sup>1</sup>Kashinath Telang was an accomplished public speaker and writer. He was highly proficient in Sanskrit. A great Oriental scholar, he translated *Bhagwat Gita* for Max Muller's *Sacred Books of the East*. He was a Law Professor and Fellow of Bombay University of which he ultimately became the Vice-Chancellor.

<sup>2</sup>Not included.

attached a special allowance of Rs. 250 per mensem, in addition to the salary which the Professor had earned under the rule just stated. Thus, an officer of ten years' standing appointed to act as Principal would get Rs. 1,250, whilst one of five years' standing so appointed would receive Rs. 1,000. By this arrangement the maximum pay, which a Professor could receive as Principal, would be Rs. 1,250, and the senior Principal would then be worse off than under the present graded scheme. Moreover, the Secretary of State contemplated a special allowance of even Rs. 500. It is therefore proposed that to one Principal of a college who is already in receipt of Rs. 1,250 and who will be selected by Government for approved merit irrespective of the college over which he presides the special allowance be increased to Rs. 500 by an addition of Rs. 250 earned in five yearly increments from the date of sanction to the allowance.

6. Turning now to the Inspectors, and pursuing the same course of discussion, I am to observe that the Governor in Council is not able to recommend the transfer of more than one Inspectorship to the Provincial list. The duties of Inspectors have been greatly enlarged by the impulse given to private enterprise. Two of the Inspectors inspect the large and prosperous European or Indo-European schools in the Presidency town and in Poona for boys and girls, and it is almost essential, in view of the curriculum and other circumstances, that they should be Europeans. The province of Sindh, with its numerous Mahomedan institutions and the highly satisfactory results attained by the present Inspector, Mr. Jacob, will require for some years to come European supervision. The strong antagonism of race and religion which subsist in that Province would render it very difficult for a Native Inspector to control the Educational Department of a province which is so far removed from the Director's personal supervision. For the three Inspectors retained on the Imperial list it is necessary that the career offered should not be less attractive than the Professorial line to which the advantages of the Principalships are open. It is therefore proposed to fix the senior Inspector's salary at Rs. 1,250 rising to Rs. 1,500; the salary of the second Inspector at Rs. 1,000 rising to Rs. 1,250, but to leave the third Inspector's salary at Rs. 750 rising to Rs. 1,000. In each case the rise would be by yearly increments of Rs. 50 per mensem. The pay of the Inspectors would be personal and not attached to any particular division, so as to secure facility of transfer. This disposes of the three Inspectors who, with the 11 Principals and Professors, make up 14 on the Imperial list.

7. As to the High Schools, I am to observe that it is proposed to retain only two Headmasterships on the Imperial list. The High Schools of Bombay and Poona would ordinarily be the places selected, but special circumstances might induce Government to give the important schools at Surat, Ahmedabad or Karachi occasionally the benefit of European

direction. This could, however, be arranged when necessity arose. The present salary of the Headmaster of the Elphinstone High School in Bombay—Rs. 700—was fixed for a European, whilst that at Poona was similarly fixed at Rs. 500. It is proposed to fix the salaries of the two Headmasterships retained on the Imperial list at Rs. 500 rising by annual increments of Rs. 50 to Rs. 750. These two officers would be eligible for vacancies in the list of Inspectors. The total Imperial list thus consists of 16 persons. In the scheme just sketched, it may be objected that if the post of Principal did not fall vacant, some of the Professors could never rise above Rs. 1,000 a month, which they might have reached ten years before on the expiration of their first ten years' service. It is therefore proposed that at the end of twenty years' service without attaining a salary in excess of Rs. 1,000 per mensem a special allowance of Rs. 100 per mensem be granted to an officer of approved service in the college. In the event of this allowance being refused, the officer should be called upon to retire. This Government has not overlooked the suggestion that retirement might be ordered at an earlier period. But I am to observe that at the end of five years an officer's qualifications will be reviewed, and to subject the officer of one department to periodic criticism and liability to removal after that period and before twenty years' service seems calculated to disparage a service which it is desired to appreciate. Such retirements could not but seem arbitrary, and would discourage recruitment from the best sources of supply. The Governor in Council is of opinion that to all officers on the Imperial list from the date of their incorporation in it the same leave and pension rules should at once be extended, and with retrospective effect, as are given to officers of the present graded establishment. The need of opportunities of revisiting Europe is in the case of these officers both physical and intellectual. The grant of a special pension of Rs. 1,000 to the senior Principal and the senior Inspector and the Director of Public Instruction, if a member of the Educational Service, has been recommended, but the Governor in Council is not disposed to press this recommendation.

8. I am next to deal with the Provincial list containing fifty appointments. On the superior class of this list it is proposed to place fifteen appointments, and in the second class thirty-five appointments, which are now paid at Rs. 200 per mensem and upwards. The Governor in Council prefers to include appointments on Rs. 200 because it is desirable to appreciate them, and to connect them with the whole scheme to which they belong. A chance will thus be afforded to the holders of these appointments of rising to the higher places, and a uniform system will be introduced into the Educational branch of the Provincial Service with other departments. It is proposed further to divide this list into two classes just as the Judicial and other Departments are classified. Class I of the Educational Provincial Service would include the post of Inspectors and those of the Professors

permanently transferred to that branch with other appointments in the colleges. Class II would include 1 Vice-Principal of the Elphinstone High School and 17 Headmasters; 11 Deputy Educational Inspectors, 4 Principalships and 1 Vice-Principalship of Training Colleges for Masters, and the Assistant to the Director of Public Instruction. The Principalships of the two Female Training Colleges are expressly omitted.

9. Dealing with Class I, of which the details are shown in Appendix B<sup>1</sup> attached to this letter, I am to explain that it will contain eight Professorships as follows:

In the Elphinstone College the Chair of Sanskrit now held by a European, that of Persian, and that of Biology now held by a European; in the Deccan College, the Chairs of Sanskrit and Mathematics at present held by natives; and in the College of Science, the Professorship of Botany and Agriculture now held by a European, and two new Chairs of Physics and Chemistry created out of existing appointments. The first question which arises is that of salary. At present three of these Professorships—the two of Sanskrit and that of Mathematics—are on the graded list, and the incumbents are liable to the operation of the two-thirds rule. That rule has worked injuriously, inasmuch as the salaries of some of the Native Headmasters exceed the initial salary of a Professor under the graded system when applied to Natives of India. With the abolition of the graded system the new system of progressive salaries must be adopted. As to what the scale should be the Governor in Council finds that Mr. V.S. Apte,<sup>2</sup> the Principal of the Fergusson College, in his evidence given before the Education Commission (page 99 of the *Proceedings of the Sub-Committee*) recommended a salary beginning with Rs. 200 or Rs. 300 rising to Rs. 600. This Government, however, would prefer a salary of Rs. 350 rising to Rs. 600 in five years by annual increments of Rs. 50. If it were not for the necessity of avoiding additional expense, this Government would also desire to grant an additional increment of Rs. 100 a month after twenty years' approved service in the posts included in class I, list B. It is expedient that the best men in the department should be attached to these posts, and the scale proposed is more liberal than the present graded system officers. It is also proposed to retain the present Lecturerships, three in number, and to create two Lecturerships out of existing appointments in the College of Science. There will thus be five Lecturers, for whom a salary rising from Rs. 200 by yearly increments of Rs. 30 to Rs. 350 per mensem is proposed. The Superintendent of the Mechanical Branch in the College of Science, now a

<sup>1</sup>Not included.

<sup>2</sup>V.S. Apte was a great Sanskrit scholar. His *Guide to Sanskrit Composition*; *Sanskrit-English Dictionary* and *English-Sanskrit Dictionary* for schools and colleges have the foremost place in books of its kind even today. He was associated with the foundation of the Deccan Education Society and was the first Principal of the Fergusson College, Poona.

European, receives Rs. 300 a month, and his appointment might be placed on the same footing as a Lecturership. For the Inspectorship, which will complete the list of 15 places in Class I of the Provincial Service, the same salary is proposed as for the Professors, namely, Rs. 350 rising to Rs. 600 by yearly increments of Rs. 50.

10. Passing to the second class of the Provincial Service, I am to state that the salaries will range from Rs. 200 to Rs. 400 a month, and 35 appointments will be included. Two appointments are for the present excluded. The first is the appointment of Lady Superintendent of the Poona Female Training College held by an English lady. Not only is it doubtful whether Government will be able to find a native lady qualified to take the post, but at present the same lady has charge of the Poona Female High School and of the Training College under a special arrangement with the Committee that manages the former school. The High School, as laid down in the Government of India letter no. 352, dated the 12th December 1884, is in due course to become an aided school instead of a departmental school under an independent committee. When that event happens, the salary and the position of the Lady Superintendent of the Training College will have to be reconsidered, and for the present, therefore, this post is excluded. For general reasons connected with the condition of female education, it is proposed to omit the Principalship of the Ahmedabad Female Training College at present filled by a European lady. So long as Government manage these institutions, they must be treated as exceptional, and it would not be safe to assign the place to the Provincial list. Although it is impossible, until these several suggestions are approved, to present these proposals in a reliable Proposition Statement, I am to observe that the general result will be to effect a slight saving on this part of the scheme. The opportunity will be taken, as opportunity offers, to reduce some of the salaries of the Headmasters of schools and to increase others. When the older High Schools were constituted, it was expected that Masters would be brought out from England, and the salaries were fixed accordingly.

The High Schools at Ahmedabad and Belgaum are now presided over by Europeans, as well as the school at Poona. Surat not long ago had a European Headmaster, and the predecessor of the present Principal of the Elphinstone High School was a European, whilst the Vice-Principalship was also filled in time past by a member of the present graded service. Under the new scheme only two High Schools will be kept on the Imperial list; and when the present European incumbents retire, for the rest the salaries will be revised as proposed, the decreases being used to increase the salaries of some of the schools which have grown in size and importance, and to reduce the cost of the better prospects offered to the first class of the Provincial Service.

11. I am now to deal with the question of the incorporation of existing incumbents in the new scheme. Where a Professorship is transferred from the graded or the Imperial list to the Provincial list, the transfer can only take place when the existing incumbent retires. No officer now in the graded list or appointed by the Secretary of State under special terms, should suffer by the changes proposed. The graded list will die out gradually from the bottom, unless, as is expected in most cases, the officers borne upon it accept the new terms. In the same way, officers appointed under special conditions will take their place in the new list when their salaries rise to it. It is believed that by these means most of the officers in the department will easily be provided for. In regard to any exceptions, the prospects of the officer under the old system must be calculated, and his salary fixed accordingly. It may be necessary to address the Government of India specially in reference to the position of one Inspector and one Professor. In the event of any Natives of India being hereafter appointed to officiate for an officer on the graded list or on the new Imperial list, it is suggested that his salary be assimilated to that of the Professor or Inspector on the Provincial list. For Natives of India appointed to the Imperial list by the Secretary of State it has already been proposed that no alteration of salary from that fixed for Europeans be adopted. I am also to add that it is presumed that the Local Government will exercise its discretion in transferring or promoting its officers, and that the Secretary of State will merely make the first appointment.

12. In conclusion, then, it is proposed to limit the list of educational officers recruited in England to 11 collegiate appointments, 3 Inspectorships, and 2 Headmasterships, and to create a superior class of the Provincial Service comprising 8 Professorships, 5 Lecturerships, 1 Inspectorship, and 1 other appointment—altogether 15 appointments. To this service will be annexed, in due course, 3 Professorships and 1 Inspectorship taken from the present graded list, and 2 posts now filled by Europeans, that of Lecturer in Botany at the College of Science and the Professorship of Biology in the Elphinstone College. The Professorship of Persian will continue to be held by a Natives of India, and 2 new Professorships will be made in the College of Science. There will be in addition, 5 Lecturerships and the Superintendentship of the Mechanical Branch of the College of Science, making altogether 15 appointments. The second class of the Provincial Service will gain permanently the Headmasterships which have been liable to be filled by Europeans, and will include altogether 35 appointments. I am directed to append two statements which show the Imperial and Class I of the Provincial list as it will then be constituted.

## DOCUMENT No. 53

*The Secretary to the Government of India communicates to the Bombay Government, the remarks of the former on the scheme submitted by the latter for the reorganisation of the Education Department in that Province and asks for modification of the scheme accordingly and for a Proposition Statement.*

No. 260

Simla, the 22nd August 1893

**From:** C.J. Lyall, Esq., C.S.I., C.I.E., Secretary to the Government of India

**To:** The Chief Secretary to the Government of Bombay

Sir,

I am directed to reply to your letter no. 1725, dated the 13th August 1892, forwarding the recommendations of the Bombay Government regarding the proposals made by the Secretary of State in his Despatch no. 9 (Public-Educational) dated the 28th January 1892, in connection with the reorganisation of the Educational Services in India.

2. The Government of India find that it is necessary, before submitting the various provincial schemes of reorganisation to the Secretary of State, to make a further reference to Local Governments and Administrations on certain points. It is also necessary that Proposition Statements should be carefully prepared by each Local Government, so that the financial effect of the reorganisation may be exactly estimated. I am now to request that, under the orders of His Excellency the Governor in Council a Proposition Statement may be prepared for the Bombay Presidency; and, in order to enable this to be done, I am to communicate the decisions contained in the following paragraphs at which the Government of India have arrived.

3. The Governor-General in Council thinks it desirable to convey the caution that the present financial condition is such that proposals for additional expenditure cannot be entertained. It is important that the new arrangements should, if possible, involve no expenditure in excess of that which is now being incurred; and His Excellency in Council hopes that this principle will be borne in mind in preparing the final scheme of reorganisation for the Bombay Presidency.

4. There are two preliminary matters connected with the reorganisation on which some further explanation is required. The first is the designation of the three services into which the Educational Department is to be divided in future. The Department will consist of (A) the Superior Service, and (B) the Subordinate Service. The Superior Service will consist of two branches, one branch including the posts to be filled by persons recruited in England,

which might be called the European Service; and the other including the posts to be filled by persons recruited in India, which might be called the Provincial Service. In accordance with the principles which have been adopted for the Judicial and Executive Service and some other Departments, the Government of India propose that the three divisions of the Educational Department should be designated (i) the European Educational Service, (ii) the Provincial Educational Service, and (iii) the Subordinate Educational Service. The term "European" has been decided upon instead of the term "Imperial" which has been adopted in certain other Departments, as the latter would not be suitable for the Educational Service, which will be restricted to a particular Province.

5. The second question for determination is where the dividing line should be drawn between the Provincial (Superior) and Subordinate Services. In paragraph 5 of their Public Despatch no. 17, dated the 25th March 1891, (extract forwarded with Home Department letter no. 130, dated the 26th March 1892), the Government of India had proposed that it should be drawn so as to include all appointments on pay of more than Rs. 200 a month in the former service, while all posts on Rs. 200 or less would be classes as subordinate. On full consideration, however, they are inclined to think that the correct principles of demarcation are (1) that the line between the two services should be drawn rather according to the nature of the offices held than according to pay; (2) that, generally, Professors, Inspectors and Joint and Assistant Inspectors should be included in the Provincial Service; and that Deputy Inspectors, Headmasters of District Schools and officers of lower rank should belong to the Subordinate Service; (3) as regards *other* offices, that those carrying less pay than Rs. 200 a month should not, except for very special reasons, be placed in the Provincial Service; and that, on the other hand, offices on higher pay than Rs. 200 (such as the senior Deputy Inspectorships in Bengal) may, at the discretion of the Local Government, be classed in the Subordinate Service.

In this connection I am to bring to the notice of His Excellency in Council the distribution of appointments made by the Government of Bengal<sup>1</sup> between the two services, which appears to the Government of India to be a suitable one. The Provincial Service in that Province includes the Professors of Colleges, Principals of Colleges which do not contain any member of the European Service, Inspectors of Schools, Joint and Assistant Inspectors of Schools, the Inspectress of Female Schools, Headmasters of Collegiate Schools and Training Colleges, Superintendents and Headmasters of Madrasas, the Headmaster of the Kurseong English School, and the Personal Assistant to the Director of Public Instruction. The Subordinate Service includes the Headmasters and Undermasters of Zilla Schools,

<sup>1</sup>Refer to Document no. 30.

Deputy Inspectors of Schools, and a few ministerial and other miscellaneous appointments.

6. It is understood from paragraphs 8 to 10 of your letter, and list B appended to it,<sup>1</sup> (1) that "Class I" of the Provincial Service is to include appointments transferred from the European Service or appointments of a similar nature, and that "Class II" is to consist of other appointments of inferior status, the object of this distribution being to show clearly that there is a line between the two classes which will be crossed by merit only and not by seniority; and (2) that the Subordinate Service will be distinct from classes I and II which form the Provincial Service. If these assumptions are correct, I am to say that the Government of India see no objection to the Principle of the proposed classification, but they consider that the details of Class II require to be modified so as to be brought into conformity with the principles laid down in the preceding paragraph. Deputy Inspectors and Headmasters of District Schools (except in any very special cases) should, for instance, be classed in the Subordinate Service.

7. It is desirable that the same classes of offices should be entered in the same service in each Province. I am to request that, with the permission of His Excellency the Governor in Council the Government of India may be furnished with a list of all the appointments in the Superior Educational Service in the Bombay Presidency showing separately those (1) in the European Service, (2) in the Provincial Service, and (3) unclassified, i.e., not definitely placed on either of the above lists.

8. Turning now to the financial side of the reorganisation, I am to say that the Government of India have decided that the ordinary rate to pay for Professors and Inspectors recruited in England should be Rs. 500-50-700 a month during their probationary period of five years, and Rs. 750-50-1,000 in their second period, the maximum of Rs. 1,000 being attained at the end of ten years. This will be the general rule, but it must necessarily be left open to the Secretary of State to offer a fixed pay of Rs. 600 a month (the equivalent of Rs. 500-50-700) for the probationary period in special cases, or even to higher pay, not exceeding Rs. 700, when the services of a competent officer cannot otherwise be secured.

9. The question then arises whether any increase of pay should be given to these officers after they have attained the maximum of Rs. 1,000. In paragraph 6 of his Despatch no. 9 (Public-Educational), dated the 28th January 1892, the Secretary of State asked the Government of India to consider whether higher pay should not be open to a Professor, as such. Although the position and prospects of Educational officers recruited in England will be considerably improved under these proposals, the Government of India are inclined to think that it would be an undesirable arrangement,

<sup>1</sup>Not included.

and one which might possibly create discontent in the service, if a large proportion of its members were to attain the highest pay open to them after ten years' service; for it is probably that some officers will never obtain one of the personal allowances which are to be given only in special cases, while others may only obtain one of them at a much later period of their service than ten years. To meet this difficulty the Bombay Government have proposed<sup>1</sup> that an officer of twenty years' approved service whose total salary does not exceed Rs. 1,000 should be given a special allowance of Rs. 100 a month, and that, if the allowance were refused to him, he should be called upon to retire. The Government of India are inclined to the opinion that the principle of this proposal is a good one, but they would prefer to substitute fifteen years' service for twenty as the period after which the special allowance would be available or the officer might be called upon to retire. The opinion of Local Governments and Administrations has been invited both on the proposal of the Government of Bombay and on the modification of it (substituting fifteen years for twenty) suggested by the Government of India.

10. As regards the question how the salaries of Principals of Colleges and the Senior Inspectors are to be fixed, the Government of India are of opinion that the system of granting personal allowances to the holders of these posts should be adopted, and that the allowances should be progressive so as to correspond to some extent with the higher rates of pay in the present Graded List, which will be supplanted by the new system. The Bombay Government propose to give to the three Principals of Colleges one allowance of Rs. 250-50-500 and two of Rs. 250 each. For two of the three Inspectors they propose special salaries of Rs. 1,250-1,500 and Rs. 1,000-1,250, respectively. As already indicated, the Government of India would prefer that the ordinary pay of all Professors and Inspectors recruited in England should be fixed at a uniform rate, and that this pay should be supplemented by a system of special graded allowances granted to Principals and Senior Inspectors. It appears to them that the following scale of allowances would be sufficient for the Bombay Presidency: (a) two of Rs. 250-50-500 to be given, respectively, to the Senior Principal and the Senior Inspector; and (b) two of Rs. 200-10-250 to be given to the remaining two Principals of Colleges. It will, however, be open to the Bombay Government to give one of these allowances to an Inspector of long standing and approved service of His Excellency the Governor in Council considers his claims to it to be superior to those of one of the Principals.

11. With reference to the Secretary of State's suggestion<sup>2</sup> that at least

<sup>1</sup>See their letter no. 1725 dated 13 August 1892. See Document no. 52, paragraph 7.

<sup>2</sup>Paragraph 6 of Secretary of State's Despatch no. 9 (Public-Educational), dated 28 January 1892. See Document no. 84.

half the Inspectorships should be transferred to the Provincial Service, the Bombay Government propose that three Inspectors should be recruited in England and one in India. I am to say that, in the circumstances explained in paragraph 6 of your letter, the Government of India have no objection to this distribution of appointments between the two services.

12. Upon the question of the transfer of Professors to the office of Inspector, which is noticed in paragraph 6 of the Secretary of State's Despatch of 28th January 1892, the Government of India have come to the conclusion, in concurrence with the Bombay Government, that this is a matter which must be left to the discretion of Local Governments, who will be best able to judge whether a particular Professor should be permanently or temporarily appointed to an Inspectorship.

13. The Secretary of State suggested<sup>1</sup> that the question of the position of Headmasters recruited in England is of sufficient importance to be specially considered. It is proposed (paragraph 7 of your letter) to retain only two Headmasterships on the European Services list, to assign to them salaries of Rs. 500-50-750 each, and to make the holders of them eligible for vacancies among the Inspectorships. The Government of India approve these proposals and will command them to the Secretary of State.

14. As regard the prospects of existing members of the graded service, the Government of India are of opinion, in agreement with the Bombay Government, that no officer now in Graded List should suffer by the reorganisation. The proposed scheme is chiefly designed to better the prospects of Educational officers in the earlier period of their service, and much dissatisfaction would be caused if those now in the 3rd and 4th grade were declared ineligible to rise to the two higher grades. The Governor-General in Council has therefore decided that every officer who has been permanently appointed to the Graded List should be given the option of coming under the new scheme, or of continuing on the Graded List and obtaining promotion as vacancies occur on it, subject to the condition that only those considered fit for promotion will get it.

15. The Bombay Government have expressed the opinion (paragraph 3 of your letter) that the post of Director of Public Instruction should not be exclusively reserved for officers of the Educational Department. A reference to paragraphs 2 and 6 of Home Department Resolution no. 10/300-10, dated the 4th September 1886,<sup>2</sup> will show the view which has already been expressed by the Government of India on this matter. While the Governor-General in Council is of opinion that the appointment should not be entered in the lists now to be prepared as exclusively reserved for the Educational Department, he would have it remembered that, for the reasons stated in the Resolution quoted above, the omission of the post from the lists

<sup>1</sup>Ibid.

<sup>2</sup>See Document no. 3.

should not interfere with the principle that, *cateris paribus*, the appointment is to be given to a member of the Educational Service.

16. As regards the question of the pay to be given to members of the Provincial Educational Service when acting in temporary vacancies in posts ordinarily filled by members of the European Service, the Government of India, while reserving a final opinion, are inclined to think that the principle recommended by the Bombay Government, that the salary of a Provincial officer so officiating should be assimilated to that of the Professor or Inspector on the Provincial List (or, in other words, that an officer of the Provincial Service acting in a Professorship or Inspectorship on the European List should draw acting allowance on the salary of a Provincial Professor or Inspector), is the right principle and should be adopted. Other Local Governments and Administrations have been consulted with regard to this recommendation. There would, however, be a difficulty in giving effect to it in Provinces in which all the members of the Provincial Service are graded together and their pay is personal, no definite pay being assigned to Inspectorships or Professorships as such. I am accordingly to invite the opinion of the Government of Bombay on a proposal made by the Madras Government that Provincial Service officers officiating for officers of the European Service should receive an extra allowance of Rs. 100.

17. With reference to the detailed scheme of reorganisation recommended by the Bombay Government, I am to say that the Government of India approve the exclusion from the list of appointments in the Bombay Educational Department of all the posts enumerated in paragraph 3 of your letter, except those of Principal and Vice-Principal of the School of Art. The former should, in the opinion of the Governor-General in Council be included in the European Service. This will not affect the scheme in any way, as no change is proposed at present in the pay of the appointment. The post of Vice-Principal should, His Excellency in Council considers, belong properly to the Provincial Service, as will be the case with the similar appointment in the Madras Educational Service. The pay of Professors and Inspectors recruited in England, and the allowances to be given to them, will be regulated by the decisions communicated in paragraphs 8 and 10 of this letter.

As regards the scheme for the Provincial Service, I am to say that the Government of India are of opinion that *fixed* salaries are more appropriate for this branch of the Service than progressive ones, and that they would prefer to see a series of offices on pay ranging from Rs. 200 to Rs. 700 a month. This is the system they propose to adopt in all Provinces.

The Appointments of Lady Superintendent of the Poona and Ahmedabad Female Training Colleges should, the Governor-General in Council considers, be entered in the list of appointments to be recruited in England. This has been done by the Madras Government in the case of the

Superintendentship of the Presidency Training School for Mistresses, and as the appointments in question will have to be filled by recruitment in England, His Excellency in Council considers it preferable to include them in the list.

I am to request that, with the permission of His Excellency the Governor in Council, the scheme for the reorganisation of the Educational Department in the Bombay Presidency may be revised on the lines indicated above.

18. The Government of India would be glad to receive a reply to this letter and the requisite Proposition Statement at an early date.

I have the honour to be, Sir,

Your most obedient servant,

C.J. LYALL

Secretary to the Government of India

*Home-Education, A Proceedings, August 1893, no. 69.*

#### DOCUMENT No. 54

*In reply to the Government of India's views on the reorganisation of the Educational Service in the Bombay Presidency, the Acting Secretary to the Bombay Government submits four statements and four lists for the European Service and the Provincial Service.*

No. 417

Bombay Castle, 23rd February 1894

*From:* G.C. Whitworth, Esq., Acting Secretary to Government

*To:* The Secretary to the Government of India, Home Department

Sir,

I am directed to acknowledge the receipt of your letter no. 260, dated the 22nd of August 1893, conveying the views of the Government of India regarding the reorganisation of the Educational Service, and calling for Proposition Statements and lists for the European Service and the Provincial Service.

2. In reply I am to forward herewith four statements marked A, B, C, and D,<sup>1</sup> and four lists numbered 1, 2, 3, and 4<sup>2</sup> with the following remarks.

#### EUROPEAN SERVICE

3. This Government had proposed that to an officer whose salary does

<sup>1</sup>Not included.

<sup>2</sup>Not included.

not exceed Rs. 1,000 at the end of 20 years' service, a special allowance of Rs. 100 per mensem should be granted, and that the officer who was refused the allowance should be called upon to retire. The Government of India desire to substitute 15 for 20 years' service. This modification is in the interest of the Service and is accepted by His Excellency in Council. The alternative of retirement to an officer who is refused the allowance implies the grant of a proportionate pension, and a provision to secure this seems to be necessary. I am to suggest the point for the consideration of the Government of India.

4. A personal allowance of Rs. 250-50-500 was proposed by this Government for the senior Principal of a College, the remaining Principals being each allowed an allowance of Rs. 250, and for two Inspectors special salaries of Rs. 1,250-50-1,500 and Rs. 1,000-1,250 were proposed. The Government of India however would give two allowances of Rs. 250-50-500 for the senior Principal and the senior Inspector, and two of Rs. 200-10-250 for the remaining two Principals, it being open to Government to give one of these latter allowances to a deserving Inspector. In the opinion of the Governor in Council this modification of the proposal will cause grave inconvenience. It is quite impossible to compare the value of the respective services of an Inspector and of a Principal, their lines being quite distinct. The Secretary of State and the Government of India have reiterated the opinion, in which this Government has concurred, that it is but reasonable to give a personal allowance to a principal, as his responsibilities are much greater than those of a Professor, and to give only Rs. 1,000 to an officer who has risen as high as Second Senior Inspector would act as a discouragement. Yet this would happen if the third Principal received the personal allowance. For these reasons and having regard to the fact that there will be saving on the European list by the reorganisation as indicated in the last paragraph of this letter His Excellency in Council requests that an allowance of Rs. 200-10-250 (or of Rs. 50-50-250 according to the alternative proposal mentioned below) may be assigned for another Inspector,<sup>1</sup> which will make the number of these personal allowances five instead of four—three Principals and two for Inspectors.

As regards the rate of the personal allowances for the two junior Principals and the second Inspector the allowances should rise from Rs. 50 to Rs. 250 in five years by yearly increments of Rs. 50. This arrangement has the advantage of being more economical, while at the same time it will be a really sufficient inducement to the future incumbent of the offices and

<sup>1</sup>In that case the salary of second Inspector in Statement A will be 1,033 (Rs. 800 + Rs. 233 personal allowance) Rs. 950 (Rs. 800 + Rs. 150 personal allowance) if the alternative proposal about the rate of allowance is adopted.

would work quite fairly to the existing incumbents. The Governor in Council therefore strongly recommends this alternative proposal for adoption. The possibility of an officer being appointed to a Principalship or Inspectorship after he has put in 15 years' service and earned the special allowance of Rs. 100 mentioned in paragraph 3 must not, however, be overlooked. In that case, if the alternative proposal above recommended were accepted, the officer would, under the terms of paragraph 9 of your letter under reply, be reduced from Rs. 1,100 (Rs. 1,000 pay + Rs. 100 special allowance) to Rs. 1,050. I am to suggest for favourable consideration that, in accordance with the principle of Article 171 of the Civil Service Regulations, the reduction should not be enforced, and that the officer should continue to draw Rs. 1,100 until the end of the second year of his charge, when he would begin to draw the third increment of Rs. 50.

5. As desired by the Government of India the appointment of Principal of the Sir Jamsetji Jijibhai School of Art has been placed on the European list (Statement A), and with regard to the salary of Rs. 1,050 entered against the appointment, I am to explain that it is made up of Rs. 800 pay plus Rs. 250 personal allowance to Mr. Griffiths, the present Principal of the school, who also receives Rs. 100 per mensem as house-rent, which is paid back into the treasury for occupying the Government quarters built for the Principal. As regards the post of Vice-Principal of the school the Government of India, in paragraph 17 of your letter, considers that it should belong to the Provincial Service. I am however to point out that, looking to the circumstances of the Schools of Art and the want of duly qualified Natives to fill the post, it will be sometime before Government can dispense with an artist trained in the Western Schools of Art with Western ideas as regards perspective, colour, and grouping. For these and other reasons the post of the Vice-Principal of the School has been for the present entered in the European list, and His Excellency in Council trusts that it may be allowed to stand there on the same salary as is received by the present Vice-Principal, who was recruited in England, viz., Rs. 500-50-700.

6. The appointments of Lady Superintendent of the Poona Female Training College and the Ahmedabad Female Training College have been entered in the Statement (A) of the European Service in accordance with the desire of the Government of India expressed in paragraph 17 of the letter under reply. I am however to invite attention to paragraph 10 of Mr. Lee-Warner's letter no. 1725, dated the 13th August 1892, and to express a hope that under the circumstances there explained, the Government of India will not insist on the appointments, especially that at Poona, being retained on the European list.

7. With regard to the Headmasterships of High Schools to be retained on the European list referred to in paragraph 13 of your letter, the Governor in Council is of opinion on reconsideration that the number, at first proposed

by this Government, of European Headmasters to be recruited in England is too small. The Headmasters are to be eligible for vacancies among Inspectorships, and while there are three such Inspectorships on the European list, an European establishment of two Headmasters cannot possibly keep the Inspecting Department of three filled up regularly, and with such large central High Schools, as the Elphinstone, Karachi, Ahmedabad, Poona, and Belgaum, three European Headmasters are really required. In the Proposition Statement A three Headmasterships of High School have accordingly been entered on Rs. 500-50-750, and though for the sake of comparing the proposed cost with the present cost, the Elphinstone, Poona, and Belgaum High Schools have been named in the present scale of the statement and in list no. 1, it is not to be understood that the three European Headmasterships are always to be attached to those schools. While ordinarily the Headmasterships of the Elphinstone and the Poona or Ahmedabad High Schools will be held by Europeans, the Governor in Council would have the power to appoint the third European Headmaster to any school where, in the opinion of Government, his services would be of most use.

8. With reference to paragraph 14 of your letter, it has been proposed that the officers in the third grade who may elect to accept the new terms should be allowed to count all their service above fifteen years in the Department as service entitling them to draw Rs. 1,100 per mensem (i.e., Rs. 1,000 pay + Rs. 100 special allowance mentioned in paragraph 3 above). This appears to the Governor in Council to be a reasonable proposal, and I am to commend it to the Government of India for their favourable consideration.

9. Although no mention is made in your letter of the case of officers who have been engaged on short terms by the Secretary of State pending the reorganisation of the Department, the Governor in Council assumes that the new terms will be extended to them in accordance with paragraph 8 of the Secretary of State's Despatch to the Government of India, no. 9, dated 28th January 1892. With regard to the appointment of Professor of Civil Engineering entered in the statement of European Service, I am to observe that the appointment will generally, be held by a Public Works Department officer in accordance with the Secretary of State's decision in Despatch no. 17, dated 14th December 1893, on the terms mentioned in this Government letter no. 392, dated 20th February 1894, to the Government of India.

### PROVINCIAL SERVICE

10. Turning now to the Provincial Service, I am first to deal with Class I of that Service. In clause 2, paragraph 17, of their letter under reply the Government of India express an opinion that fixed salaries are more

appropriate for this branch of the Service than progressive ones. The proposal made in paragraph 9 of Mr. Lee-Warner's letter no. 1725, dated 13th August 1892, that the officers in Class I of the Provincial Service should receive progressive salaries, i.e., a Provincial Professor and Inspector should get a salary of Rs. 350 rising in five years to Rs. 600 by yearly increments of Rs. 50, and a Provincial Lecturer should be allowed Rs. 200 rising to Rs. 350 by yearly increments of Rs. 30, was put forward on the advice of the most senior members of the Bombay Educational Service, and was accepted by His Excellency the Governor in Council as affording inducements, by means of progressive salaries, which would encourage the recipients to put forth their best endeavours; but His Excellency in Council is bound to admit that it is very problematical whether that system or the one advocated by the Government of India will produce the better results. The scheme of fixed salaries recommended by the Government of India has the advantage of economy; and this Government, I am directed to say, also consider that it would be advantageous that the system of pay should be similar in the different Presidencies and Provinces. His Excellency in Council trusts that the scheme of progressive salaries will not be rejected without due consideration; but if the Government of India decide to adopt fixed salaries, he would not wish the Bombay system to be exceptional. I am therefore to submit two statements. The progressive salaries at first proposed by this Government and mentioned above have been for the present entered in the proposed scale of the proposition statement of Class I of the Provincial Service herewith submitted and marked B. But if the Government of India are disposed to insist on fixed salaries I am to submit an alternative system marked 'C', in which fixed salaries have been entered. It is of course understood that as in the case of European Service the rights of existing incumbents of offices shown in the Provincial Service list are to be preserved, and that they are not to suffer any loss by the reorganisation.

11. As regards Class II of the Provincial Service the Government of India have asked that the distribution of appointments made in Bengal should be followed. If that is literally done, all Headmasters of High Schools and Deputy Educational Inspectors will be relegated to the subordinate service, which, having regard to the nature of their important duties or salaries, is, in the opinion of the Governor in Council, undesirable. In Bengal inspecting officers immediately below Educational Inspectors are called Assistant and Joint Inspectors, and are included in the Provincial Service, while Deputy Inspectors and Sub-Inspectors who come below Assistant and Joint Inspectors are in the subordinate service. But in Bombay the nomenclature is different. The Deputy Educational Inspector is immediately below the Educational Inspector and the officers below the Deputy are called First, Second and the Third Assistant Deputy Educational Inspectors. It would seem to be in accordance with principle underlying the distribution in

Bengal, and approved by the Government of India, that the Bombay officers called Deputy Educational Inspectors should belong to the subordinate service. If uniformity of nomenclature is considered important, the official designation of a Deputy Educational Inspector might become Assistant Inspector, and that of the Assistant Deputy become Deputy Inspector. For similar reasons Headmasters of High Schools should also be in the Provincial list as corresponding with the Bengal Headmasters of Collegiate Schools and Madrasas. Bearing in mind the principle laid down by the Government of India, it seems improper to relegate to the subordinate service an officer in such a responsible position as the Headmaster of a High School in Bombay or a Deputy Educational Inspector in charge of a whole district, whose appointment is made by the Governor in Council, while assigning a place in the superior service to the Headmaster of Madrasa or a Muhammadan Anglo-Vernacular School and Head Assistant to the Director of Public Instruction. For these reasons the Governor in Council is strongly of opinion that the Deputy Educational Inspectors and Headmasters of High Schools in Bombay, who are the backbone of the Department, should be included in Class II of the Provincial Service (Statement D), in which they have accordingly been shown, and trust that having regard for these considerations the Government of India will consent to their being allowed to stand there.

12. The schools and the salaries entered in the proposed scale of the above mentioned proposition statement are, I am to explain, shown for the purpose of facilitating comparison as to total cost; but the salaries are not to be regarded as fixed and in each case unattachable; for, as European Schoolmasters retire or as schools dwindle, reduction may be possible, while on the other hand increases may be necessary where schools attain a greater and established magnitude, His Excellency in Council takes leave to assume that promotions on vacancies arising in either of the two classes of the Provincial Service need not as a matter of course be always given to officers of that class, but the discretion of Government in this matter to select the best man available anywhere will remain unfettered as now.

13. With regard to the question of pay to be given to members of the Provincial Service when acting in posts ordinarily filled by officers on the European list, the Governor in Council while concurring in the proposal mentioned in paragraph 16 of your letter that such Provincial officers should receive an extra allowance of Rs. 100 per mensem, would suggest that it may not be substituted for the proposal made in paragraph 11 of Mr. Lee-Warner's letter of 13th August 1892, but that it may be offered as an alternative, so that a Provincial officer acting for a European officer may either draw an allowance on the pay of the Senior Provincial Professor or draw the extra Rs. 100, whichever is most advantageous to him.

14. Finally, as to the financial aspects of the scheme, it will seen that the

proposed mean cost of the 21 appointments<sup>1</sup> entered in the European list; Statement A, amounts to Rs. 16,731 per mensem against the mean cost of Rs. 17,216 per mensem<sup>2</sup> in the present scale, showing a saving of Rs. 485 per mensem, which will be reduced to Rs. 335, if the Government of India sanction the proposal made in paragraph 4 above to give a personal allowance of Rs. 50-50-250 to the Second Inspector. Again, if the proposal of this Government to give progressive salaries to officers in Class I of the Provincial Service (Statement B) is accepted by the Government of India, the proposed mean cost of the 14 appointments—8 Professorships, 5 Lecturerships, and 1 Inspectorship—included in that class will show an increase of Rs. 993 per mensem over the mean cost of those appointments in the present scale, against which may be set off the saving of Rs. 335 per mensem on the European list above mentioned and also the monthly saving of Rs. 150 in the proposed cost of Statement D. But if the Government of India decide on substituting fixed salaries for progressive ones, the proposed cost of Class I of the Provincial Service will amount to Rs. 5,700, showing an increase of Rs. 150 over the present actual cost (Rs. 5,550) of those appointments, which is met by a corresponding saving referred to above in the proposed charge for 46 appointments in Class II of the Provincial Service (Statement D). In that case the Governor in Council would propose to distribute the saving on the European list on receiving permission from the Government of India. On the whole if the proposals of this Government are accepted, there will be a net increase of Rs. 508 per mensem caused by the re-organisation of the Department, which, I am to observe, seeing that the proposals are drawn with the object of placing the Department on a footing which will enable it to meet the ever-increasing demands of the Presidency for a reasonable term of years, is inevitable. The proposition statements and the calculations have been verified by the Accountant General.

I have the honour to be, Sir,

Your most obedient servant,  
G.C. WHITWORTH  
Acting Secretary to Government

*Home-Education, A Proceedings*, February 1895, no..36.

## DOCUMENT No. 55

### *The Secretary to the Government of India enquires from the Bombay*

<sup>1</sup>The 21 appointments are thus distributed: 3 Principalships of Colleges; 8 Professorships in Colleges; 3 Inspectorships; 3 Headmasterships of High Schools; 1 Principalship, School of Arts; and 1 Vice-Principalship, School of Arts and 2 Lady Superintendents of Female Training Colleges.

<sup>2</sup>The present actual cost is Rs. 17,316 per mensem.

*Government whether in the scheme of the future organisation of the Educational Services, provision should be made for promotion of the competent officers of the Provincial Services to the Imperial list.*

No. 357

Simla, the 8th October 1895

**From:** J.P. Hewett, Esq., C.I.E., Offg. Secretary to the Government of India  
**To:** The Secretary to the Government of Bombay, Educational Department

Sir,

With reference to your letter no. 417, dated the 23rd February 1894, I am directed to state, for the information of the Government of Bombay, that the Secretary of State has suggested that the question should be considered whether, in the scheme for the future organisation of the Educational Services, provision should be made for the case of officers of the Provincial Services, whom it may be desirable to promote to the Imperial list. The Secretary of State seems to refer to such cases as that of Mr. Oliver (vide Sir H. Fowler's Despatch to the Government of Bombay, no. 5 Public (Educational), dated the 26th June 1895). It appears from the Bombay Civil List, corrected up to 1st July 1895, that Mr. H.M. Page, Headmaster of the College of Science, Poona, is acting in Class IV of the graded service as Professor of Chemistry and Geology in the College, I am to enquire whether His Excellency the Governor in Council is of opinion that Mr. Page, or any other officer not of the Graded List, should be admitted permanently into the European Educational Service on its constitution, and, if so, to request that the grounds upon which His Excellency in Council would recommend their admission, and the terms upon which it should, in his opinion, be carried out, may be stated for the consideration of the Government of India.

I have the honour to be, Sir,

Your most obedient servant,

J.P. HEWETT

Offg. Secretary to the Government of India

*Home-Education, A Proceedings, January 1896, no. 15.*

## DOCUMENT No. 56

*The Chief Secretary to the Government of North-Western Provinces and Oudh submits a minute by the Lieutenant-Governor on certain recommendations of the Public Service Commission.*

No. 1896-II. 582-244

Dated Naini Tal, the 19th May 1888

**From:** J. Woodburn, Esq., Chief Secretary to the Government of the North-Western Provinces and Oudh

**To:** The Secretary to the Government of India

In reply to your letter no. 21-624, dated the 16th March last,<sup>1</sup> asking for the opinion of the Lieutenant-Governor and Chief Commissioner on certain of the recommendations of the Public Service Commission, I am directed to submit, for the information of His Excellency the Governor-General in Council, a Minute which has been recorded by Sir Auckland Colvin<sup>2</sup> on the matters referred for his opinion.

*Home-Public, A Proceedings*, October 1888, no. 200.

### ENCLOSURE

*In his minute of 17 May 1888, the Lieutenant-Governor of North-Western Provinces expresses his concurrence in the proposals of the Public Service Commission regarding the Education Department.*

#### **Extract from the Minute by Sir Auckland Colvin on the Recommendation of the Public Service Commission**

The report of the Public Service Commission has been forwarded to this Government by the Government of India with its letter of the 16th March 1888, with the request that we will record any observations which we may desire to make. His Excellency in Council points out, however, that he does not consider it necessary or desirable that discussions should be re-opened on matters of principle with which the Commission have had to deal, but desires to learn our views as to the extent to which the recommendations of the Public Service Commission can be carried out in these Provinces, and especially indicates certain paragraphs as among those on which the Government of India would be glad to obtain our opinion.

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I concur in the proposals regarding the Education Department. It will be in the recollection of the Government of India that it has recently expressed

<sup>1</sup>See Document no. 25.

<sup>2</sup>Sir Colvin served chiefly in the North-Western Provinces (1858-79). He took leading part in ending the Ilbert Bill crisis. During the period 1887-92, he was Lt. Governor of the N.W.P. and Oudh. He wrote *John Russell Colvin*, in the *Rulers of India* series.

a desire for more English masters in the High Schools,<sup>1</sup> and the question of the mode of recruitment of these masters may seem to some extent to conflict with the limitation of recruitment indicated in paragraph 58, chapter X.

The 17th May, 1888

A. COLVIN

*Home-Public, A Proceedings, October 1888, no. 201.*

### DOCUMENT No. 57

*On the subject of the reconstitution of the Educational Service in the North-Western Provinces and Oudh, Secretary to the Government in the North-Western Provinces and Oudh submits to the Governor-General in Council some proposals accompanied by a Proposition Statement.*

No. 1305 E

Dated Naini Tal, the 27th September 1890

*From:* J.B. Thomson,<sup>2</sup> Esq., Secretary to the Government of the North-Western Provinces and Oudh

*To:* The Secretary to the Government of India

With reference to the correspondence ending with the letter from this Government, no. 1954 E/III-137, dated 11th September 1889,<sup>3</sup> on the subject of the reconstitution of the Educational Service in these Provinces, I am now directed to submit, for favourable consideration, and orders of His Excellency the Governor-General in Council, the following proposals, which are accompanied by a Proposition Statement duly signed by the Accountant General. This statement shows the existing constitution of the service, both graded and non-graded and includes all officers at present employed on the inspecting or Professorial staff in these Provinces.

2. When in 1869 the graded Educational Service of these Provinces was

<sup>1</sup>The desirability of engaging trained Headmasters from England in High Schools for a definite number of years, in order to improve the tone and discipline and be a model to other schools had been suggested by the Government of India in paragraph 11 of its letter no. Home-Education, 10-336, dated 31 December 1887.

<sup>2</sup>Mr. John Brown Thomson was in India since 1870 and served in the North-Western Provinces where he officiated as Secretary (1889-90), Inspector-General of Police (1894), Commissioner (1900) and as Member, Board of Revenue.

<sup>3</sup>In this letter the Government of North-Western Provinces and Oudh informed the Government of India that reference had been made to the Bengal Government in connection with the inspection of European Schools in the North-Western Provinces and Oudh and that when the matter had been decided, a scheme for the reorganisation of the whole inspecting staff would be submitted.

originally constituted<sup>1</sup> on the same lines as in Bengal, the appointments placed in each of the four grades were specified, and to each was attached a minimum and maximum salary; but in 1872, on the establishment of the Muir Central College, it was found necessary to reconsider these appointments; and by Resolution no. 132, dated 28th March 1873,<sup>2</sup> the Government of India sanctioned a radical change in the constitution of the service directing that the allotment of the actual appointments in each grade as Principals, Professors, or Inspectors should be left to the discretion of the Local Government, provided the number of appointments in each grade was not exceeded. The pay of an officer in the graded service then ceased to depend on the specific office he held and became dependent on his position by seniority in the list.

3. The scale of the graded service as at present constituted was sanctioned in the correspondence ending with letter no. 146, dated 4th May 1886,<sup>3</sup> from the Secretary to the Government of India (Home Department), and now consists of the following appointments:

	No.	Pay
First grade	1	Rs. 1,250-1,500
Second grade	4	1,000-1,250
Third grade	3	750-1,000
Fourth grade	4	500-750

These 12 appointments are at present distributed thus:

Two Principals	Both in 2nd grade		One in 1st grade
	One in 2nd grade	Three Inspectors	One in 2nd grade
Four Professors	Two in 3rd grade		One in 3rd grade
	One in 4th grade	Three vacancies	All in 4th grade

These three vacancies have been caused by the retirement of Messrs Lloyd<sup>4</sup> and Deighton<sup>5</sup> in 1888 and 1890, respectively, and by the permanent deputation in 1886 of Mr. Thomson<sup>6</sup> to the Agra Aided College. The Public

<sup>1</sup>For the constitution of the graded service in the North-Western Provinces, see J.P. Naik and S.C. Ghosh eds., op.cit., pp. 145-62.

<sup>2</sup>See *Home-Education, A Proceedings*, March 1873, no. 39.

<sup>3</sup>*Ibid.*, May 1886, no. 7.

<sup>4</sup>Mr. R.A. Lloyd came to India with an appointment in a private school. He was appointed by the Government of North-Western Provinces to Professorship in Agra College in 1864 and was afterwards promoted to Inspectorship of Schools.

<sup>5</sup>Mr. Kenneth Deighton came to India as a master in a private school. He entered the Educational Service of the North-Western Provinces as Professor of History and English Literature in Agra College in 1862, and was subsequently appointed its Principal in 1864. He also became Inspector of European Schools there in 1887.

<sup>6</sup>Starting as a master in a private school, Mr. Alexander Thomson entered the Education Department of North-Western Provinces in 1862. He became Senior Inspector of Schools in 1866 and twice acted as Director of Public Instruction. He was Professor of English Literature in Agra College before he took over as Principal of Agra Aided College in 1883.

Service Commission in recommendation no. 61 of their final report<sup>1</sup> recommended the gradual abolition of the graded service. The Director of Public Instruction of these Provinces (Mr. White) has also dealt with this subject in paragraph 17 of his Note,<sup>2</sup> which is printed at pages 56-59 of the *Proceedings of the Sub-Committee*; and in accordance with this recommendation these three vacancies have been left unfilled. It is now proposed to abolish these three appointments in the 4th grade. If this proposal be accepted the amount set free (calculating the average pay of the appointments at the minimum plus two-thirds of the difference between the maximum and the minimum salary) will be  $3 \times \text{Rs. } 666 = \text{Rs. } 1,998$  per mensem. The only officer remaining in the 4th grade will be Mr. Venis,<sup>3</sup> who was appointed under the rules applicable to Statutory Natives, and who at present draws two-thirds of the salary attached to the grade. If he continues to draw pay under these rules, a further saving of Rs. 223 per mensem calculated in the same way will be effected.

4. With reference to the inspecting staff of these Provinces, I am to invite attention to the recommendations of the Education Commission made in paragraph 368 of their report, and to enclose, for the information of His Excellency the Governor-General in Council, extract paragraphs 13-23 of a Note<sup>4</sup> laid before this Government in 1886 by the Director of Public Instruction. The importance of a systematic inspection of schools and of an adequate increase of the inspecting staff has never been lost sight of by this Government; and it was in accordance with the principles referred to in these papers that on the retirement in 1887 of Mr. Graves,<sup>5</sup> Assistant Inspector in Oudh, who drew a salary of Rs. 500 per mensem, this Government proposed, in its letter no. 538 E/III-137, dated 1st June 1887,<sup>6</sup> to your address, to appoint in his place two Native Assistant Inspectors on salaries of Rs. 200 rising to Rs. 250 per mensem each. This proposal received the sanction of the Government of India, which was communicated to this Government in your letters no. 205, dated 7th July,<sup>7</sup> and no. 334, dated 12th November 1887.<sup>8</sup> It was in continuation of the scheme suggested

<sup>1</sup>Recommendation no. 61 of the final report of the Public Service Commission suggested the abolition of "the present graded lists of the superior branch of the Department due regard being had to the interests of existing incumbents."

<sup>2</sup>Regarding paragraph 17 of C.E. White's Note see Document no. 15.

<sup>3</sup>Mr. Arthur Venis was Professor of English Literature first in Queen's College and later in Banaras College (in the Graded rank) from 1881. Later he taught Philosophy in Sanskrit College, Banaras, of which he became Principal in 1894. Later he served as Principal of Queen's College and as Superintendent of Sanskrit Studies in the United Provinces in 1914.

<sup>4</sup>See Enclosure II in Document no. 14.

<sup>5</sup>Mr. J. Graves retired from the Service of Assistant Inspectorship on 1st April 1887.

<sup>6</sup>See *Home-Education, A Proceedings*, July 1887, no. 12.

<sup>7</sup>*Ibid.*, no. 13.

<sup>8</sup>*Ibid.*, November 1887, no. 7.

by Mr. White in 1886,<sup>1</sup> and then approved by Sir Alfred Lyall,<sup>2</sup> that you were further addressed in the letters from this Government, no. 159 E/III-137, dated 25th January,<sup>3</sup> and no. 796 E/III-137, dated 9th April 1889;<sup>4</sup> but owing to a reference which in the interim was made to the Government of Bengal in connection with inspection of European schools, this Government has not hitherto been in a position to lay its final proposals for improving the inspecting staff of these Provinces before the Government of India, which, in consequence of the suggested abolition of the three posts in the graded service referred to above, are considered necessary.

5. In 1886, when the Director first submitted his proposals for the improvement of the inspecting staff, it consisted ordinarily of an officer in charge of each of the seven revenue divisions of the North Western Provinces; and an Inspector, with one Assistant, for Oudh. Of the seven North-Western Provinces' officers then in charge, four were graded officers, one was Pandit Lakshmi Shanker Misr, who has officiated as Inspector up to date, and two—those in charge of the Jhansi and Kumaun Divisions—were Assistant Inspectors, and drew salaries with a maximum of Rs. 250 a month. The Inspector in Oudh was a graded, and his Assistant was a non-graded officer on Rs. 500 a month. The Inspector of the Meerut Division, who was in charge of the European schools of the Province, was aided by an Assistant Inspector on Rs. 200-250 a month. It was then considered that the work of inspection might, on the principles set forth by Mr. White in the extract from his Note referred to in paragraph 4 of this letter, be more economically and efficiently performed by a smaller staff of graded Inspectors and a larger staff of Assistants; and the most suitable grouping of the circles to be assigned to the graded Inspectors, with reference to geographical and other considerations, and to the then existing number of schools, seemed at that time to be:

First Circle—Meerut, Agra and Jhansi Divisions

Second Circle—Kumaun, Rohilkhand, and Oudh Divisions

Third Circle—Allahabad and Benares Divisions

It was in accordance with this arrangement, which has been experimentally tried, that in paragraph 2 of the letter from this Government, no. 159 E/III-137, dated 25th January 1889, it was said that three administrative

<sup>1</sup>For details regarding the scheme prepared by Mr. White in July 1886 on the organisation of Inspectors' Circles and Graded Service, see Enclosure II in Document no. 14.

<sup>2</sup>A highly experienced man Sir Alfred C. Lyall was Lt. Governor of North-West Provinces from 1882 to 1887. He wrote *British Dominion in India; Asiatic Studies*, etc.

<sup>3</sup>The letter contains proposals for the abolition of one appointment in the lowest grade of the Graded Educational Service in the N.W. Provinces consequent on the retirement of Mr. R.A. Lloyd. See *Home-Education, A Proceedings*, February 1889, no. 67.

<sup>4</sup>This letter gives a proposition statement showing that no change is effected in the Graded Educational Service of the N.W. Provinces by the proposal mentioned in paragraph 1 of letter no. 159 E/III-137-24, dated 25 January 1889. See *Home-Education, A Proceedings*, May 1889. no. 35.

inspectors were, in practice, found sufficient both to supervise the work of the Assistant Inspectors, and to inspect the Anglo-Vernacular and aided European schools. Subsequent experience has, however, shown this arrangement to be impracticable. During the four years which have elapsed since 1886, the work, especially that in connection with European schools, has much increased. There are now more schools to inspect and the requirements of inspection have become more stringent. A system of inspection and of supervision of Vernacular schools has grown up which needs constant attention to secure its success in connection with the District Boards. There also has arisen a very effective demand among native gentlemen for the establishment of English schools in the principal country towns as well as for their multiplication in the cities. Local contributions, both private and public, are becoming more and more directed, to the establishment of such schools, the success of which must in a very great measure depend on their being placed under effective inspection. It appears therefore to the Lieutenant-Governor and Chief Commissioner that, as the result of the experience gained during the last few years is that the work of inspection has been carried on with difficulty by means of three inspectors, their number should be increased to four. When the Code of Regulations for European schools was introduced, the Government of India laid great stress on the necessity of placing these schools under one Inspector, and it seems advisable that this system should be maintained rather than that the schools of this class in each circle should be dealt with by each Circle Inspector. The inspection of such schools does not as yet give continuous employment to one officer for the whole year, and it is therefore possible to assign to the Inspector in charge of such schools a small circle which he can supervise in addition to his own work. It has therefore now been suggested by the Director of Public Instruction that for purposes of inspection the Provinces should be divided into four circles, three of which would be larger than the fourth, and that the Inspector of the fourth circle should be the Inspector of European Schools. In this suggestion the Lieutenant-Governor and Chief Commissioner concurs. The division suggested is:

First Circle—Meerut, Agra, and Jhansi Divisions

Second Circle—Oudh

Third Circle—Allahabad and Benares Divisions

Fourth Circle—Rohilkhand and Kumaun Divisions

6. Next as to the inspection of the Vernacular schools, Primary and Middle, it was originally contemplated that ten Assistant Inspectors would be required. Experience has however shown that the work can be satisfactorily performed by nine, eight of which number, under the orders of this Government, passed temporarily as the vacancies in the graded service above referred to occurred, but subject to the final sanction of the Government of India, are at present employed as follows:

- |      |            |   |
|------|------------|---|
| 1. ] | Jhansi     | [ These men are the old Inspectors on salaries of Rs. 150-250. Their designation has been changed to that of "Assistant".       |
| 2. ] | Kumaun     |   |
| 3. ] | Oudh       | [ Sanctioned as alluded to above on the retirement of Mr. Graves.   |
| 4. ] |            |   |
| 5. ] | Meerut     | [ Created in 1888, when Mr. Lloyd went on leave preparatory to retirement.  |
| 6. ] | Agra       |   |
| 7.   | Allahabad  | Created on a salary of Rs. 200-240, when Mr. Thomson was permanently seconded.  |
| 8.   | Rohilkhand | This is the Assistant Inspector referred to above as attached to the Meerut Division. He was in 1887 transferred to Rohilkhand. |

The ninth is a non-graded Inspectorship on Rs. 500, formerly called an Assistant Inspector. The appointment was originally sanctioned by the orders of the Government of India (Financial Department) no. 898, dated 18th June 1864, but has been held since 1885 by Pandit Lakshmi Shanker Misra at Benares. It is now proposed that in lieu of the three vacancies in the 4th grade of the graded service, these, the first eight appointments, should be formally sanctioned by the Government of India, and that the scale of pay attached to them should be graded, rising from Rs. 200-250 per mensem. As regards the ninth, Sir Auckland Colvin would, as originally proposed, fix the pay of the appointment at Rs. 375 rising to Rs. 450 instead of Rs. 500 as at present. It is also proposed, as was recommended in paragraph 5 of the letter from this Government, no. 159 E/III-137, dated 25th January 1889, that Pandit Lakshmi Shankar Misra's substantive appointment of Professor of Physical Science should be abolished. The work has been done satisfactorily by an Assistant Professor on Rs. 125 per mensem since 1885, when Pandit Lakshmi Shankar Misra was deputed to officiate as Inspector. The actual arrangement made in 1885, when he was so deputed, was that out of his substantive salary as Professor of Science, two Assistant Professorships were created on Rs. 125 each. One of these officers has since been transferred to the School Department as an Assistant Headmaster, and his pay has been increased to Rs. 150 per mensem.

7. If the proposal to have four inspecting circles be approved it will be necessary to provide for a new appointment, and in His Honour's opinion the most suitable arrangement would be to depute, as an Inspector, one of the present graded service, at present employed on Professorial duties, and to apply to the Secretary of State to engage in England the services of a specialist Professor on the terms suggested by the Government of India in paragraph 7 of Resolution no. 10/300-310 in the Home Department

<sup>1</sup>See Document no. 3.

(Education), dated 4th September 1886,<sup>1</sup> viz., for a definite period (say five years with the option of renewal) on a fixed salary: the salary which it is suggested should be offered being that of the present 4th grade, Rs. 500 rising to Rs. 750; but it being clearly understood that the officer engaged shall not belong to the graded service. It is further suggested that the officer to be engaged, should if possible, be a Cambridge graduate and a mathematician and physicist, who could take place of the present permanent Professor of Mathematics at the Muir Central College, whom it is proposed to depute as Inspector.

8. It remains to notice the financial result of these proposals. From the proposition statements annexed to this letter it will be seen that, compared with the sanctioned establishment, the cost of which amount to Rs. 15,100 the cost of the proposed establishment (Rs. 13,994) will result in a decrease of Rs. 1,106 per mensem.

*Home-Education, A Proceedings, November 1890, no. 3.*

#### DOCUMENT No. 58

*The Officiating Secretary to the Government of India conveys to the Secretary, North-Western Provinces and Oudh, the general approval of the Governor-General in Council to the scheme of reorganisation of the Education Department in the North-Western Provinces and Oudh: informs of his objection to the progressive rates of pay.*

No. 357

Simla, the 3rd November 1890

**From:** C.J. Lyall, Esq., C.I.E., Offg. Secretary to the Government of India  
**To:** The Secretary to the Government of North-Western Provinces and Oudh, Educational Department

Sir,

I am directed to acknowledge the receipt of your letter no. 1305-E, dated the 27th September 1890, on the subject of the reconstitution of the Educational Department in the North-Western Provinces and Oudh. His Honour the Lieutenant-Governor recommends:

- (a) that the three appointments at present unfilled in the 4th class of the graded service should be abolished;
- (b) that the number of Inspection circles should be increased from three to four; that in order to provide for the new appointment a member of the graded service at present employed as a Professor should be appointed Inspector, and that application should be made to the Secretary of State

for the engagement of a Specialist Professor for a definite period on a fixed salary;

- (c) the creation of nine appointments of Assistant Inspectors for the inspection of Primary and Middle Vernacular Schools, eight of them on a salary of Rs. 200 rising to Rs. 250 per mensem each and one on a salary of Rs. 375 rising to Rs. 450 a month;
- (d) the abolition of the non-graded Professorship of Physical Science on Rs. 250 rising to Rs. 375 a month.

The net result of the proposals of the Local Government will be a saving of Rs. 1,106 a month.

2. In reply I am to convey the general approval of the Governor-General in Council to the scheme for the reconstitution of the Educational Department proposed by the Government of the North-Western Provinces and Oudh, and to communicate the following remarks.

3. With reference to recommendation no. 12 in paragraph 679 of the Education Commission's report<sup>1</sup> that native gentlemen of approved qualifications should be more frequently employed as Inspectors of Schools, and to the proposals of the Public Service Commission regarding the Education Department, in which Sir Auckland Colvin expressed his concurrence in his minute of 17th May 1888, I am to say that, while His Excellency in Council is in favour of maintaining such a European element in the Inspecting staff as will enable the Government to ensure the utmost accuracy and the maintenance of a uniform standard in testing the progress of the schools coming under inspection, he trusts that in the course of time it may be found possible to appoint in the North-Western Provinces and Oudh, as has been done elsewhere, a Native Inspector to the charge of one or more of the four Inspection circles. When, however, this is found possible it will be necessary to revise, in the case of officers recruited in India, the salaries now proposed for Inspectors. In Bengal, in order to meet such cases, it is proposed to add two grades to the existing number in the Subordinate Educational Service, one on Rs. 600 and the other on Rs. 700 a month, which will be appropriated to Provincial Officers, and, in the opinion of the Government of India, similar rates would probably be found suitable to the requirements of the North-Western Provinces and Oudh.

4. It appears to the Government of India to be possible that inconvenience and discontent may be caused in the future by the proposal to fix the pay of the eight Assistant Inspectors at Rs. 200 rising to Rs. 250 a month, and the Governor-General in Council would prefer that the rates of pay should not be progressive, but that the appointments should be distributed in grades on (say) a minimum of Rs. 200 and a maximum of Rs. 400 in such a manner as

<sup>1</sup>See Document no. 2.

to secure to the Assistant Inspectors reasonable promotion in the course of their service. I am also to suggest that the ninth Assistant Inspectorship should not be retained on Rs. 375-450, but that it should be graded with the other eight, and that if it is desired to give to Pundit Lakshmi Shankar Misra a higher salary than he could obtain in the highest grade, it might be secured to him by means of a personal allowance.

The grades of Assistant Inspectors might then stand as follows:

Two on	Rs. 400
Three on	300
Four on	200

The adoption of a scale such as this would still leave a considerable margin of saving on the scheme as a whole, but in communicating the suggestion I am to say that it is made only for the consideration of the Lieutenant-Governor and Chief Commissioner, and that the Governor-General in Council will accept any modification of it which His Honour thinks desirable. On receipt of a further expression of Sir Auckland Colvin's views in the matter, the Government of India will recommend the scheme for the sanction of the Secretary of State.

I have the honour to be, Sir,

Your most obedient Servant,  
C.J. LYALL

Offg. Secretary to the Government of India

No. 359

Copy of correspondence forwarded to the Department of Finance and Commerce for information.

By order,  
H.P. HEWETT  
Under-Secretary to the Government of India

*Home-Education, A Proceedings, November 1890, no. 6.*

## DOCUMENT No. 59

*The Secretary to the Government of the North-Western Provinces and Oudh. Educational Department, informs the Secretary to the Government of India that the Lieutenant-Governor and Chief Commissioner accepts certain proposals made by the Secretary to the Government of India on the grading of Assistant Inspectors of Schools.*

No. 1008 E

Dated Naini Tal, the 30th June 1891

**From:** W.C. Benett,<sup>1</sup> Esq., Secretary to the Government of the North-Western Provinces and Oudh, Educational Department  
**To:** The Secretary to the Government of India

In continuation of my letter no. 86E, dated 22nd January last, I am desired to say that the Lieutenant-Governor and Chief Commissioner accepts the proposals made in paragraphs 4 and 5 of your letter no. 357, dated 3rd November 1890, relative to the grading of the Assistant Inspectors of Schools. The Lieutenant-Governor would fix the personal allowance to be drawn by Pandit Lakshmi Shankar at Rs. 100 per mensem, in addition to the Rs. 400 per mensem, which he will receive in the highest of the grades as the pay of his appointment of Assistant Inspector, and I am to submit, for the favourable consideration of His Excellency the Governor-General in Council, that officer may, in view of the delay which has occurred in disposing of this reference, be permitted to draw his personal allowance in anticipation of final orders on the complete scheme.

*Home-Education, A Proceedings, August 1891, no. 90.*

#### DOCUMENT No. 60

*A scheme proposed by the Government of the North-Western Provinces and Oudh for the reorganisation of the Education Department in these Provinces which, if approved, will effect a saving of Rs. 1,008-5-4 a month is forwarded to the Secretary of State for India.*

No. 231, Finance and Commerce Department Simla, the 18th August 1891  
 Salaries, Establishments &c. Education

**To:** The Right Honourable Viscount Cross, G.C.B., Her Majesty's Secretary of State for India

My Lord,

With reference to the 4th paragraph of our Financial Despatch no. 26, dated 28th January 1891,<sup>2</sup> we have now the honour to submit for your Lordship's consideration the scheme proposed by the Government of the

<sup>1</sup>Mr. Benett worked in various positions in Oudh and North-Western Provinces since 1867. With his close association with revenue, agriculture and commerce departments as well as with settlement operations he wrote *History of the Chief Clans of Rae Bareilly District* and contributed to *Oudh Gazetteer* and *Gonda Settlement Report*.

<sup>2</sup>See *Home-Education, A Proceedings, February 1891, no. 60.*

North-Western Provinces and Oudh for the reorganisation of the Educational Department in those Provinces.

2. The proposals made by the Local Government in the letter of the 27th September last were:

- (a) that the three appointments in the 4th class of the graded service, which were then unfilled, should be abolished;
- (b) that the number of Inspection circles should be increased from three to four; that in order to provide for the new appointment a member of the graded service, who was then employed as a Professor, should be appointed Inspector, and that a specialist should be engaged as Professor for a definite period on a fixed salary;
- (c) that nine appointments of Assistant Inspectors should be created for the inspection of Primary and Middle Vernacular Schools, eight on a salary of Rs. 200 rising to Rs. 250 a month each, and one on a salary of Rs. 375 rising to Rs. 450 a month; and
- (d) that the non-graded Professorship of Physical Science on Rs. 250 rising to Rs. 375 a month should be abolished, the work of this appointment having been performed by an Assistant Professor since 1885, when Pandit Lakshmi Shankar Misra was nominated to officiate as an Inspector of Schools.

3. It will be seen from our Home Secretary's letter no. 357, dated the 3rd November 1890, that while approving generally of the Local Government's proposals, we invited attention to the proposals of the Public Service Commission regarding the Education Department and to recommendation no. 12 in paragraph 679 of the Education Commission's report<sup>1</sup> to the effect that Native gentlemen of approved qualifications should be more frequently employed as Inspectors of Schools. Although we declared ourselves in favour of maintaining such a European element in the Inspecting Staff as would enable the Government to ensure the utmost accuracy and the maintenance of a uniform standard in testing the progress of the schools coming under inspection, we expressed the hope that it might in the course of time be found possible in the North-Western Provinces and Oudh, as elsewhere, to appoint a Native Inspector to the charge of one or more of the four Inspection circles. We pointed out, however, that when this was found possible it would be necessary, in the case of officers recruited in India, to revise the salaries proposed for Inspectors.

4. We also suggested to the Lieutenant-Governor and Chief Commissioner that, as inconvenience and discontent would probably arise in the future from the proposal to fix the pay of the eight Assistant Inspectors at Rs. 200 rising to Rs. 250 a month, it would be preferable that the rates of pay should not be progressive, and that all the nine appointments should be distributed in grades on a minimum pay of Rs. 200 and a maximum of Rs. 400 in the

<sup>1</sup>See Document no. 2.

following manner:

2 Assistant Inspectors on	Rs. 400 each
3 Assistant Inspectors on	300 each
4 Assistant Inspectors on	200 each

We added that if it was thought desirable to give Pandit Lakshmi Shankar Misra a higher salary than could be obtained in the highest grade proposed by us, this might be secured to him by means of a personal allowance.<sup>1</sup>

5. One portion of the scheme proposed by the North-Western Provinces and Oudh Government has already been carried into effect with a modification by the selection by Your Lordship of Mr. Homersham Cox<sup>2</sup> as Professor of Mathematics for a term of five years on a salary of Rs. 600 a month, on the understanding that he should not belong to the graded service; and the death of Mr. S.A. Hill in September last<sup>3</sup> led the North-Western Provinces and Oudh Government to propose the abolition of one more appointment in the fourth grade of the graded service as intimated to Your Lordship in our Financial Despatch no. 26, dated 28th January last. The Lieutenant-Governor and Chief Commissioner has now accepted the suggestions made in our letter of the 3rd November 1890, but he proposes to give to Pandit Lakshmi Shankar Misra a personal allowance of Rs. 100 a month in addition to the highest pay (Rs. 400) admissible to him under the arrangements contemplated, and requests that the Pandit may be permitted to draw this allowance at once. We are unable to support this proposal. The Pandit has been discharging the duties of an Inspector of Schools since 1885 on the pay of his substantive appointment, Rs. 375 a month, and the Local Government, in its letter of the 27th September 1890, recommended that he should be permanently appointed an Inspector on a salary of Rs. 375 rising to Rs. 450 a month. We are of opinion that it will be sufficient to allow him the pay of a first grade Assistant Inspector, namely, Rs. 400 a month, with a personal allowance of Rs. 50, and we think that this allowance should not be drawn till your Lordship's sanction to the whole scheme is received.

6. The original proposals of the Local Government, as stated in its letter

<sup>1</sup>Pandit Misra's substantive appointment was that of Professor of Physical Science in Benares College. In 1885 he was deputed in the Non-graded Inspectorship on Rs. 500. By an arrangement sanctioned in 1887 the pay of Rs. 500 drawn by the substantive holder of the above Inspectorship a European, who retired in that year, was split up and divided between two native Inspectors for the supervision of the Vernacular schools in the Provinces. Pandit Misra continued to discharge the duties of the European Inspector of Benares on the pay of the substantive appointment Rs. 250-375. Hence the grant of a personal allowance to him was suggested in Paragraph 4 of Home Department letter no. 357, dated 3 November 1890. See Document no. 58.

<sup>2</sup>Mr. Homersham Cox joined the Educational Services of the North-Western Provinces and Oudh as Professor of Mathematics in Muir Central College in 1891.

<sup>3</sup>Mr. Hill was appointed to the Educational Service of the North-Western Provinces and Oudh as Professor of Physical Science at Muir Central College, Allahabad in 1875. In 1878 he was promoted to the fourth grade and later appointed a Fellow of the Allahabad University in 1887.

of the 27th September last, involved a saving of Rs. 1,106 a month, but the suggestions made in our letter of 3rd November 1890, and the further modifications of the scheme stated above, have the effect of reducing this by Rs. 97-10-8 a month. The saving will thus, as shown in the annexed statement, amount to Rs. 1,008-5-4 a month.

7. We recommend the scheme submitted by the Government of the North-Western Provinces and Oudh, modified as suggested by us, for Your Lordship's sanction.

We have the honour to be, My Lord,

Your Lordship's most obedient, humble Servants,  
(Signed) LANSDOWNE, F.S. ROBERTS,  
P.P. HUTCHINS, D. BARBOUR, A.E. MILLER,  
H. BRACKENBURY, R.C.B. PEMBERTON

By order,  
A. KENSINGTON  
Depy. Secretary to the Govt. of India

*Home-Education, A Proceedings, August 1891, no. 91.*

## DOCUMENT No. 61

*The Secretary of State sanctions the scheme of reorganisation of the Education Department of the North-Western Provinces and Oudh as recommended by the Government of India subject to his earlier remarks.*

No. 8 (Public-Educational)

Dated India Office, London  
the 28th January 1892

*From:* The Right Honourable Viscount Cross, G.C.B., Her Majesty's Secretary of State for India

*To:* His Excellency the Most Honourable the Governor-General of India in Council

I have considered in Council your Financial letter no. 231, dated the 18th of August last, submitting a scheme for the reorganisation of the Educational Department in the North-Western Provinces and Oudh.

2. Subject to the remarks contained in my Despatch no. 9 of this day's date,<sup>1</sup> I sanction the scheme as modified by Your Excellency in Council.

3. With reference to paragraph 5 of your letter referring to the appointment of Mr. Homersham Cox, I have to remind Your Excellency

<sup>1</sup>See Document no. 84.

that I have also appointed Mr. John Murray<sup>1</sup> to the Educational Department of the North-Western Provinces and Oudh as notified in my Despatch no. 66, dated the 2nd of July last.

I have, etc.,  
CROSS

*Home-Education, A Proceedings, March 1892, no. 65.*

### DOCUMENT No. 62

*The Officiating Secretary to the Government of India informs the Government of North-Western Provinces and Oudh, that the Secretary of State had sanctioned the scheme of reorganisation of the Educational Service in these Provinces, subject to two conditions.*

No. 127

Calcutta, the 26th March 1892

**From:** J.P. Hewett, Esq., C.I.E., Offg. Secretary to the Government of India

**To:** The Secretary to the Government of North-Western Provinces and Oudh, Educational Department

Sir,

With reference to the correspondence ending with your letter no. 1008E, dated the 30th June 1891, regarding the reorganisation of the Educational Department in the North-Western Provinces and Oudh, I am directed to forward, for the information of His Honour the Lieutenant-Governor and Chief Commissioner, a copy of the papers noted in the margin.

1. Extract (paragraphs 4 and 5) from the Despatch from the Government of India, to the Secretary of State, no. 17, Public, dated the 25th March 1891.

2. Despatch from the Government of India, no. 231, *Salaries, Establishments, etc.*, Education, dated the 18th August 1891; and

3. Despatches from the Secretary of State nos. 8 and 9, Public (Educational), dated the 28th January 1892.

2. It will be observed from the Secretary of State's Despatch no. 8, dated the 28th January last, that His Lordship has, subject to the remarks contained in his Despatch no. 9, dated the 28th January, sanctioned the scheme of reorganisations recommended in the Government of India's

<sup>1</sup>Mr. John Murray was appointed Professor of Physical Science at Muir Central College in 1891, was simultaneously Meteorological Reporter to the Government of the North-Western Provinces and Oudh. In 1902 he was appointed Inspector of Schools in the United Provinces and was also Inspector of European Schools there.

Despatch dated the 18th August 1891. This condition implies:

- (1) that the question of the pay and prospects of the officers to be recruited in England, which is referred to in paragraphs 5 and 6 of His Lordship's Despatch no. 9 must be further considered; and
- (2) that, as suggested in paragraph 4 of the same Despatch, the posts in the Educational Service should be properly classified, that those to be held by officers recruited in England and by officers of the Provincial Service should be definitely marked off, and that the rates of pay to be given to each class of officers should be determined.

3. I am accordingly to request that the scheme may be revised so as to show the appointments in the manner suggested by the Secretary of State, and re-submitted to the Government of India, with any other modifications which His Honour may recommend after considering the several suggestions of His Lordship. The Government of India would also be glad to be favoured with an expression of His Honour's opinion on the suggestions made in paragraphs 5 and 6 of the Secretary of State's Despatch (no. 9) in respect of the pay and position of Educational Officers to be recruited in England, and as to the question raised in paragraph 7.

I have the honour to be, Sir,

Your most obedient Servant,

J.P. HEWETT

Off. Secretary to the Government of India

*Home-Education, A Proceedings, March 1892, no. 66.*

## DOCUMENT No. 63

*The Secretary to the Government of North-Western Provinces and Oudh communicates to the Government of India his Government's views on the questions raised by the Secretary of State on reorganisation of the Education Department in India and submits a revised scheme for these Provinces.*

No. 2655 E

Dated Naini Tal, the 15th September 1892

*From:* The Secretary to Government, N.W. Provinces and Oudh

*To:* The Secretary to the Government of India, Home Department

Sir,

I am directed to reply to your letter no. 127, dated 26th March 1892, in which this Government was informed that the Secretary of State had sanctioned the scheme of reorganisation of the educational service in these

Provinces, subject to the condition (1) that the appointments should be so classified as to mark off those to be held by officers recruited in England from those to be held by officers of the Provincial Service; (2) that the pay and prospects of the officers to be recruited in England should be further considered.

2. The cadre of appointments contained in the reorganisation scheme provisionally sanctioned by the Secretary of State is reclassified in Statement A appended to this letter<sup>1</sup> in the manner suggested by His Lordship. I am, however, to explain that this cadre, which shows a staff of eight graded and two non-graded officers in the branch of the service to be recruited in England, has reference only to the existing constitution of the department, and that it is not, even at present, actually filled. It was contemplated that no new appointments would be made to the graded service, and that as vacancies occurred in it proposals would be made by this Government for replacing each vacated appointments either by an officer to be held by the provincial service, or by one to which appointment would be made in England under terms specially settled in each case. His Lordship's orders on the reorganisation scheme require that the cadre provisionally sanctioned should now be supplemented by another, involving not abolition but recasting of the graded service and determining what appointments hitherto officered from the graded service may be made over to the provincial branch, which will be gradually given effect to as the graded service in its present form is reduced by deaths and retirements.

3. In framing such a scheme the two primary questions are (1) the ultimate number of appointments belonging to the superior service for which recruitment should be made in England; (2) the salaries and conditions of such appointments. On the first head Sir Auckland Colvin, after consulting the Director of Public Instruction, considers that the service recruited in the England should consist of ten officers. The appointments for which they are required are:

2 Principalships of Colleges (the Muir College, Allahabad, and  
the Queen's College, Benares)

6 Professorships

[ 4 at Allahabad, and  
2 at Benares

2 Inspectorships of Schools

One or more of the ten officers will usually be on leave, but it is considered that such temporary vacancies can, as at present, be filled by officers of the provincial branch of the educational service.

4. On the second head Sir Auckland Colvin accepts the decision of the Secretary of State that it is expedient to continue to offer permanence of service to officers recruited in England for the educational department, on their satisfactorily fulfilling a probationary term of five years. He agrees to

<sup>1</sup>Not included.

the suggestion made in paragraph 6 of His Lordship's despatch that in place of the present fourth and third grades the salary of an educational officer thus recruited should be Rs. 600 during the probationary term, and should then rise from Rs. 750 to Rs. 1,000 from the sixth to the tenth year. This will effect considerable improvement in the position of educational officers during the early part of their service. In view of this Sir Auckland Colvin considers that it is unnecessary to continue the rates of remuneration provided by grades 1 and 2. In these Provinces the graded service, as hitherto constituted, out of a total of 12 appointments, contained one appointment in the 1st grade (Rs. 1,250 to Rs. 1,500) and four in the 2nd grade (Rs. 1,000 to Rs. 1,250), which have been provisionally retained in Statement A. In place of these five appointments this Government recommends that an allowance of Rs. 250 a month be attached to the office of Principal in each of the two Government Colleges at Allahabad and Benares, and an allowance of equal amount granted to the senior inspector for the time being in the service recruited in England. These allowances will not be open to the officers (seven in number) at present holding permanent appointments in the graded service in these Provinces. On the other hand, Sir Auckland Colvin does not propose to bring any of the appointments in the present grades 1 and 2 under reduction until (with one exception) the officers already admitted to the graded service<sup>1</sup> have retired.

5. The exception is in the case of Mr. Venis, the last officer on the graded list. Mr. Venis was appointed by this Government with the sanction of the Government of India, as a statutory Natives of India, and under the rules formerly regulating the appointment of statutory Natives of India to posts ordinarily reserved to the superior service, to an appointment belonging to the graded educational service of these provinces. His appointment to the 4th grade dates from 1885, and he has since been promoted to the 3rd grade. His admission to the graded list, however, has not been sanctioned by the Secretary of State; his pay has hitherto been restricted under the statutory rules to two-thirds of the full sanctioned pay of his appointment, and he has been held not to be entitled to the leave rules\* applying to officers on the graded list of the educational service, and to officers whose names are entered in Appendix 3 to the Civil Service Regulations. Mr. Venis, though a statutory native of India, is by education and other circumstances a European. He is an M.A. of Oxford, was Boden University scholar, and is a meritorious officer. His position in the educational service has hitherto been undefined, and the present opportunity might be taken to make it clear. Mr. Venis since his promotion to the 3rd grade (14th September 1891) has been in receipt of a salary of Rs. 500 rising to Rs. 666-10-8 a month (two-thirds of Rs. 750-1,000). If hereafter

<sup>1</sup>The Officers on the graded list mentioned in the letter were: Mr. J.C. Nesfield, Mr. A.E. Gough, Mr. W.H. Wright, Mr. W. Boutflower, Mr. C. Dodd, Dr. G. Thibaut, and Mr. A. Venis.

\*Chapter XIII, Civil Service Regulations.

promoted to the 2nd grade and ultimately to the 1st grade he will under present arrangements be entitled to Rs. 666-10-8—833-5-4 in the second grade, and to Rs. 833-5-4—1,000 in the first grade. The Lieutenant-Governor and Chief Commissioner recommends that, with the sanction of the Secretary of State, Mr. Venis be appointed to one of the eight professorial appointments in the superior service shown in Statement B, the pay of which is Rs. 600 for the first five years and Rs. 750—Rs.1,000 from the sixth to the tenth year. For the purpose of calculating Mr. Venis's future increments of pay in excess of the substantive graded pay which he at present receives, the date of such appointment might be taken to be the 14th September 1891. Mr. Venis has applied to be admitted to the leave rules of chapter XIII of the Civil Service Regulations, but Sir Auckland Colvin is not disposed to recommend this.

6. Should the above proposals be sanctioned, Messrs Cox and Murray, who were recently appointed by the Secretary of State to be Professors at the Muir Central College, on five years' agreements, will, on expiry of the term, if their service be approved, be brought on to the permanent list, and their previous service will be regarded as qualifying for leave and pension. Their salaries will rise from Rs. 750 to Rs. 1,000 in the five years commencing from the date on which the term of probationary service expires. The officer whose appointment as Professor of English Literature at the Benares College has been sanctioned by the Secretary of State<sup>1</sup> will similarly come under these rules. His appointment is included in the ten appointments to which it is proposed to limit the services recruited in England. In the ten appointments is also included that of Professor of History and Political Economy in the Muir College, Allahabad, which has just been sanctioned by the Secretary of State in his Despatch no. 74, dated 28th July 1892, and to which Mr. Goodrich has been appointed.<sup>2</sup> Their terms of Mr. Goodrich's agreement are identical with those which this Government had decided to recommend for adoption in the case of all educational officers recruited for the superior service in England.

7. The remaining point with regard to educational officers recruited in England which is raised in His Lordship's despatch, is as to the compulsory retirement of officers who, after some period of continued service, are found to be useless and inefficient, though not absolutely incapacitated by ill-health. The suggestion made in the despatch is that the Government should reserve to itself the right to require such an officer to retire on the pension or gratuity appropriate to his length of service. After carefully considering this suggestions Sir A. Colvin is doubtful whether any special reasons exist for applying to the educational service a principle which

<sup>1</sup>Government of India's letter no. 252, dated 11 August 1892.

<sup>2</sup>For the terms of Mr. W.J. Goodrich's agreement see *Home-Education, A Proceedings*, August 1892, nos. 86-89.

hitherto it has not been found necessary to incorporate in the pension rules of other departments of the public service which are recruited in England. He is disposed to think that, as far as the educational department is concerned, the scholastic qualifications required by the Secretary of State from recruits, and the five years' probationary term which in future will precede their appointment to permanent service, will in the practice prove a sufficient safeguard against uselessness or incapacity.

8. The future constitution of the provincial branch of the educational service in these Provinces may now be considered. Taking the inspecting staff first, I am to explain that in the reorganisation scheme provisionally sanctioned by the Secretary of State the entire staff for purposes of inspection consists of (1) four inspectors, all holding graded appointments and consequently belonging to the superior branch, and (2) nine assistant inspectors who would naturally belong to the Provincial branch. These proposals, as already explained, had reference to the existing strength of the graded service at the time they were made. But with the further retirements which will shortly occur in the graded service, and with the restriction of the branch of the service recruited in England to ten officers, the scheme provisionally sanctioned will require some modification. The present Director of Public Instruction has now urged that five inspectors instead of four are urgently required for the Province, of whom one would be entirely engaged in the inspection and public examination of European schools, and that eight assistant inspectors instead of nine will be sufficient. He considers that three of the proposed five inspectorships may be allotted to the provincial service.

9. In this Government's letter no. 1305, dated 27th September 1890, four inspecting circles were proposed on the assumption that the special work of inspecting European schools throughout the Province could be discharged by the inspector in charge of the smallest circle. The inconvenience and inadequacy of this arrangement have been strongly pressed on the attention of this Government by the present Director, himself an experienced inspector, and Sir Auckland Colvin is constrained to admit the force of his arguments. The scheme now submitted accordingly provides for five inspectors, of whom two are shown in the superior service and three in the Provincial Service. The Lieutenant-Governor and Chief Commissioner proposes that the salary of inspectors in the Provincial branch shall be Rs. 450 rising in ten years to Rs. 740.

As these inspectorships will ordinarily be filled by selection from the Headmasters of the leading High Schools in these provinces, whose salaries are about Rs. 400 a month the minimum salary cannot conveniently be placed lower than Rs. 450.

10. The reduction of the Assistant Inspectors from nine to eight involves a recasting of the scale of salaries provisionally sanctioned by the Secretary

of State. The sanctioned scale and that now proposed by this Government are:

<i>Sanctioned</i>			<i>Proposed</i>		
Two on	Rs. 400 =	Rs. 800	One on	Rs. 400 =	Rs. 400
Three on	300 =	900	Three on	300 =	900
Four on	200 =	800	Four on	200 =	800
Total		2,500	Total		2,100

11. The Professorial staff of the Provincial service remains as shown in the scheme sanctioned by the Secretary of State, with the exception that in the arrangements proposed in this Government's letter no. 336, dated 19th February 1892, for the appointment of a Professor of English literature for the Benares College, the salary of the Professorship of Mathematics, Benares, will be reduced from Rs. 250-375 to Rs. 200-250, and the assistant Professorship of Science on Rs. 125 will be converted into a Professorship of Science on Rs. 200-250. These changes have been included in Statement B, which gives in detail the scheme for the ultimate reorganisation of the department put forward in this letter in response to the instructions of the Secretary of State. Should the scheme be approved, I am to request that this Government may be authorised to gradually introduce it as vacancies occur in the graded service. Omitting Mr. Nesfield,<sup>1</sup> who is on deputation as Director of Public Instruction, there are at present only six officers holding substantive appointments in the graded service in these provinces. Adding to these six the two Professors appointed last year by the Secretary of State under probationary agreements, the Professor of History and Political Economy just appointed to the Muir College by His Lordship's Despatch no. 74, dated the 28th July 1892, and the professorship of English Literature for the Benares College which the Secretary of State has also sanctioned, the total number of officers in the department recruited in England will now be ten—the number of cadre offices proposed in Statement B for this branch of the service. Appointments to the three Inspectorships and the eight Assistant Inspectorships proposed for the Provincial service can thus be made as soon as the scheme now submitted is sanctioned.

12. The cost of the final scale gives an average of Rs. 15,283-5-4 a month, being an excess of Rs. 183-5-4 per mensem on the present sanctioned scale, and an excess of Rs. 1,191-10-8 a month of the scale provisionally sanctioned by the Secretary of State. But the final scale includes, while the latter does not, the appointments of a Professor for the Benares College and of a Professor for the Muir College referred to in

<sup>1</sup>Mr. John C. Nesfield joined the Education Department in 1867. He served as Professor at Krishnagar and Presidency Colleges respectively before taking over as Director of Public Instruction in Lower Burma. He was transferred to Oudh in 1874 in the same position. After holding several positions he became Director of Public Instruction in the North-Western Provinces and Oudh in 1892. Among his publications is, *On the Results of Primary Education in the North-Western Provinces and Oudh*.

paragraph 6 above.

13. In connection with the scheme now submitted it is desirable that a rule should be laid down for determining the salary to be drawn by a member of the provincial branch when appointed to act as an Inspector or a Professor in place of an officer recruited in England. The Lieutenant-Governor and Chief Commissioner proposes that in such cases, for the purpose of calculating acting allowance, the salary of an Inspectorship or Professorship on the superior cadres shall be taken to be Rs. 750 a month, that being the minimum salary of officers in the superior service on completion of the probationary term.

In conclusion I am to say, with regard to the remark made in paragraph 6 of the Secretary of State's despatch as to the undefined position of Headmasters recruited in England, that only one occasion<sup>1</sup> for making such an appointment has as yet arisen in these Provinces. In that case the gentleman appointed by the Secretary of State has been engaged for a term of five years, and the post which he holds—that of Headmaster of Bareilly High School—is not pensionable, the salary being paid from local funds. Should a necessity for making similar appointments arise in future, a probationary engagement in the first instance for a limited term of years would certainly commend itself to this Government. With regard to the position to be assigned in the educational service to Headmasters recruited in England, the opinion of this Government is that such officers should be ordinarily considered to belong to the provincial and not to the superior branch. The emoluments of such posts in these Provinces are comparatively low, the prospects of advancement limited, and it is therefore not reasonable to expect that they will as a rule attract candidates of the high educational attainments which may properly be held to be essential in the case of officers belonging to the superior service. It will always be open to the Government in exceptional cases to represent to the Secretary of State that the educational qualifications and services of a particular Headmaster are such as to make his advancement to the superior service desirable.

I have the honour to be, Sir,

Your most obedient servant,  
T.W. HOLDERNESS<sup>2</sup>

Secretary to Government, North-Western Provinces and Oudh

*Home-Education, A Proceedings, August 1893, no. 57.*

<sup>1</sup>See correspondence ending with Home Department's letter no. 243, dated 30 September 1891.

<sup>2</sup>Mr. T.W. Holderness entered the Indian Civil Service in 1872. He worked in the North-Western Provinces at various positions upto the level of a Secretary. He was a Member of the Legislative Council in 1892 and became Secretary in the Department of Revenue Statistics and Commerce at the India Office (1901). He wrote *Peoples and Problems of India*.

## DOCUMENT No. 64

*The Secretary to the Government of India returns with certain remarks to the Secretary to the Government of North-Western Provinces and Oudh the proposed scheme of reorganisation of Educational Services, earlier submitted by the latter and requests for a Proposition Statement, so that financial effects of the scheme can be exactly estimated.*

No. 262

Simla, the 22nd August 1892

**From:** C.J. Lyall, Esq., C.S.I. C.I.E., Secretary to the Government of India  
**To:** The Secretary to the Government of the North-Western Provinces and Oudh, Educational Department

Sir,

I am directed to reply to your letter no. 2655E, dated the 15th September 1892, forwarding the recommendations of the North-Western Provinces and Oudh Government regarding the proposals made by the Secretary of State in his Despatch no. 9 (Public-Educational), dated the 28th January 1892,<sup>1</sup> in connection with the reorganisation of the Educational Services in India.

2. The Government of India find that it is necessary, before submitting the various Provincial schemes of reorganisation to the Secretary of State, to make a further reference to Local Governments and Administrations on certain points. It is also necessary that proposition statements should be carefully prepared by each Local Government so that the financial effect of the reorganisation may be exactly estimated. I am now to request that, under the orders of His Honour the Lieutenant-Governor and Chief Commissioner,<sup>2</sup> a proposition statement may be prepared for the North-Western Provinces and Oudh; and, in order to enable this to be done, I am to communicate the decisions contained in the following paragraphs at which the Government of India have arrived.

3. The Governor-General in Council thinks it necessary to convey the caution that the present financial condition is such that proposals for additional expenditure cannot be entertained. It is important that the new arrangements should, if possible, involve no expenditure in excess of that which is now being incurred; and His Excellency in Council hopes that this principle will be borne in mind in preparing the final scheme of

<sup>1</sup>See Document no. 84.

<sup>2</sup>Sir Charles Crosthwaite. Before serving as the Lt. Governor of North-Western Provinces and Chief Commissioner of Oudh from 1892 to 1895 he had served in senior posts in British Burma and Central Provinces. He had been Member of the Public Service Commission and of the Governor-General's Supreme Council and on his retirement in 1895 became a Member of the Council of India.

reorganisation for the North-Western Provinces and Oudh.

4. There are two preliminary matters connected with the reorganisation on which some further explanation is required. The first is the designation of the three services into which the Educational Department is to be divided in future. The Department will consist of (A) the Superior Service, and (B) the Subordinate Service. The Superior Service will consist of two branches, one branch including the posts to be filled by persons recruited in England, which might be called the European Service; and the other including the posts to be filled by persons recruited in India, which might be called the Provincial Service. In accordance with the principles which have been adopted for the Judicial and Executive Services and some other Departments the Government of India propose that the three divisions of the Educational Department should be designated (i) the European Educational Service, (ii) the Provincial Educational Service, and (iii) the Subordinate Educational Service. The term "European" has been decided upon instead of the term "Imperial" which has been adopted in certain other Departments, as the latter would not be suitable for the Educational Service which will be restricted to a particular Province.

5. The second question for determination is where the dividing line should be drawn between the Provincial and Subordinate Services. In paragraph 5 of their Public Despatch no. 17, dated the 25th March 1891<sup>1</sup> (extract forwarded with Home Department letter no. 127 dated the 26th March 1892), the Government of India had proposed that it should be drawn so as to include all appointments on pay of more than Rs. 200 a month in the former service, while all posts on Rs. 200 or less would be classed as subordinate. On full consideration, however, they are inclined to think that the correct principles of demarcation are: (1) that the line between the two services should be drawn rather according to the nature of the offices held than according to pay; (2) that generally Professors, Inspectors and Joint and Assistant Inspectors should be included in the Provincial Service; and that deputy Inspectors, Headmasters of District Schools and officers of lower rank should belong to the Subordinate Service; (3) as regards *other* offices, that those carrying less pay than Rs. 200 a month should not, except for very special reasons, be placed in the Provincial Service; and that, on the other hand, offices on higher pay than Rs. 200 (such as the Senior Deputy Inspectorships in Bengal) may, at the discretion of the Local Government, be classed in the Subordinate Service.

In this connection I am to bring to the notice of His Honour the Lieutenant-Governor and Chief Commissioner the Distribution of appointments made by the Government of Bengal between the two services,<sup>2</sup> which

<sup>1</sup>See Document no. 83.

<sup>2</sup>Paragraph 13 of Bengal Government letter no. 267 T.G. dated 28 September 1891. See Document no. 30.

appears to the Government of India to be a suitable one. The Provincial Service in that Province includes the Professors of Colleges, Principals of Colleges which do not contain any member of the European Service, Inspectors of Schools, Joint and Assistant Inspectors of Schools, the Inspectress of Female Schools, Headmasters of Collegiate Schools and Training Colleges, Superintendents and Headmasters of Madrasas, the Headmaster of the Kurseong English School, and the Personal Assistant to the Director of Public Instruction. The Subordinate Service includes the Headmasters and Undermasters of Zilla Schools, Deputy Inspectors and Sub-Inspectors of Schools, and a few ministerial and other miscellaneous appointments.

I am to request that it may be considered whether any modifications should be made in the list of Provincial Service appointments submitted with your letter under reply so as to bring the list into agreement with the principles stated above.

6. It is desirable that the same classes of offices should be entered in the same service in each Province. I am to request that, with His Honour's permission, the Government of India may be furnished with a list of all the appointments in the Superior Educational Service in the North-Western Provinces and Oudh showing separately those (1) in the European Service; (2) in the Provincial Service; and (3) unclassified, i.e., not definitely placed on either of the above lists.

7. Turning now to the financial side of the reorganisation, I am to say that the Government of India have decided that the ordinary rate of pay for Professors and Inspectors recruited in England should be Rs. 500-50-700 a month during their probationary period of five years, and Rs. 750-50-1,000 in their second period, the maximum of Rs. 1,000 being attained at the end of ten years. This will be the general rule, but it must necessarily be left open to the Secretary of State to offer a fixed pay of Rs. 600 a month (the equivalent of Rs. 500-50-700) for the probationary period in special cases, or even to offer higher pay, not exceeding Rs. 700, when the services of a competent officer cannot otherwise be secured.

8. The question then arises whether any increase of pay should be given to these officers after they have attained the maximum of Rs. 1,000. In paragraph 6 of his Despatch no. 9 (Public-Educational), dated the 28th January 1892, the Secretary of State asked the Government of India to consider whether higher pay should not be open to a Professor as such. Although the position and prospects of Educational officers recruited in England will be considerably improved under these proposals, the Government of India are inclined to think that it would be an undesirable arrangement, and one which might possibly create discontent in the Service, if a large proportion of its members were to attain the highest pay open to them after ten years' service; for it is probable that some offices will never obtain one

of the personal allowances which are to be given only in special cases while others may only obtain one of them at a much later period of their service than ten years. To meet this difficulty, the Bombay Government have proposed that an officer of twenty years' approved service, whose total salary does not exceed Rs. 1,000 should be given a special allowance of Rs. 100 a month, and that, if the allowance were refused to him he should be called upon to retire. The Government of India are inclined to the opinion that the principle of the proposal is a good one; but they would prefer to substitute fifteen years' service for twenty as the period after which the special allowance would be available or the officer might be called upon to retire. I am to invite the opinion of His Honour the Lieutenant-Governor and Chief Commissioner both on the proposal of the Bombay Government and on the alternative suggested above. The point should be considered with reference to the Secretary of State's suggestion<sup>1</sup> that a stipulation should be included among the terms of Educational service, reserving to Government the right of retiring an officer of more than five years' service if it is deemed to be to the public interest that he should so retire, though not permanently incapacitated by bodily or mental infirmity.

9. As regards the question how the salaries of Principals of Colleges and the Senior Inspectors are to be fixed, the Government of India are of opinion that the system of granting personal allowances of the holders of these posts should be adopted, and that the allowances should be progressive, so as to correspond to some extent with the higher rates of pay in the present Graded List, which will be supplanted by the new system. The late Lieutenant-Governor and Chief Commissioner proposed that there should be three allowances of Rs. 250 each, to be given to the Principals of the two Government Colleges at Allahabad and Benares, and the Senior Inspector of Schools. It appears to the Governor-General in Council that this scale is not sufficiently liberal, as under it no Professor or Inspector could rise above a salary of Rs. 1,250 a month. His Excellency in Council would also prefer that the allowances should be progressive. I am accordingly to suggest that there should be one allowance of Rs. 250-50-500 a month, and two of Rs. 200-10-250, each, to be distributed as His Honour the Lieutenant-Governor and Chief Commissioner may think best.

10. With reference to the Secretary of State's suggestion<sup>2</sup> that at least half the Inspectorships should be transferred to the Provincial Service, Sir Auckland Colvin proposed that two Inspectors should be recruited in England and three in India. The Government of India are inclined to doubt

<sup>1</sup>Contained in paragraph 7 of Secretary of State's Despatch no. 9 (Public-Educational), dated 28 January 1892. See Document no. 84.

<sup>2</sup>Contained in paragraph 6 of Secretary of State's Despatch no. 9 (Public-Educational), dated 28 January 1892. See Document no. 84.

whether this distribution of appointments between the two services is suitable. One of the Inspectors to be appointed in England will be required for the inspection of European schools; and two Inspectors are too small a number from which to make the selection of a Director of Public Instruction. For these reasons it seems to the Governor-General in Council preferable that three Inspectorships should be entered in the European Service list and two in the Provincial Service List. I am to request that the Government of India may be favoured with Sir Charles Crosthwaite's views regarding this matter. The Governor-General in Council approves the formation of a fifth circle of inspection as proposed in your letter.

11. Upon the question of the transfer of Professors to the office of Inspector, which is noticed in paragraph 6 of the Secretary of State's Despatch of 28th January 1892, the Government of India have come to the conclusion that this is a matter which must be left to the discretion of each Local Government, who will be best able to judge whether a particular Professor should be permanently or temporarily appointed to an Inspectorship.

12. As regards the prospects of existing members of the graded service, the Government of India agree with the North-Western Provinces and Oudh Government that no officer now in the Graded List should suffer by the reorganisation. The proposed scheme is chiefly designed to better the prospects of Educational officers in the earlier period of service, and much dissatisfaction would be caused if those now in the 3rd and 4th grades were declared ineligible to rise to the two higher grades. The Governor-General in Council has therefore decided that every officer who has been permanently appointed to the Graded List should be given the option of coming under the new scheme, or of continuing on the Graded List and obtaining promotion as vacancies occur on it, subject to the condition that only those considered fit for promotion will get it. It is stated in paragraph 4 of your letter that, with one exception, the North-Western Provinces and Oudh Government does not propose to bring the present grades 1 and 2 under reduction until the officers now in the service have retired. The exception is the case of Mr. Venis, whom Sir Auckland Colvin recommended for admission to the European Educational Service. The Government of India are, however, of opinion that, as Mr. Venis gained admission to the grades by electing to be treated as a Native of India and thus avoiding the necessity of obtaining the Secretary of State's sanction to his appointment, he should be held to his election. The choice in his case, therefore, will lie between being treated, as at present, as a statutory Native of India in the graded service receiving two-thirds of the salary of those who have been admitted to the service by the Secretary of State, and being included in the Provincial Service.

13. The question has been raised in his correspondence whether the post of Director of Public Instruction should be treated as exclusively reserved

for officers of the Educational Department. A reference to paragraphs 2 and 6 of Home Department Resolution no. 10/300-10, dated the 4th September 1886,<sup>1</sup> will show the view which has already been expressed by the Government of India on this matter. While the Governor-General in Council is of opinion that the appointment should not be entered in the lists now to be prepared as exclusively reserved for the Educational Department, he would have it remembered that, for the reasons stated in the Resolution quoted above, the omission of the post from the lists should not interfere with the principle that, *caeteris paribus*, the appointment is to be given to a member of the Educational Service. In the North-Western Provinces and Oudh, however, the post of Director of Public Instruction, is included in the cadre of the Indian Civil Service.

14. The question of the pay to be given to members of the Provincial Educational Service when acting in temporary vacancies in posts ordinarily filled by members of the European Service has only been referred to by three Local Governments and seems to require further consideration. The Government of India are inclined to think that the principle recommended by the Bombay Government,<sup>2</sup> namely, that the salary of a Provincial officer so officiating should be assimilated to that of the Professor or Inspector on the Provincial List (or, in other words, that an officer of the Provincial Service acting in a Professorship or Inspectorship on the European List should draw acting allowance on the salary of a Provincial Professor or Inspector), is the right principle and should be adopted. There would, however, be a difficulty in giving effect to it in cases in which all the members of the Provincial Service are graded together and their pay is personal, no definite pay being assigned to Professorships or Inspectorships as such. The Madras Government have proposed<sup>3</sup> that Provincial Service officers officiating for officers of the European Service should get an extra allowance of Rs. 100 a month. I am to invite the opinion of His Honour the Lieutenant-Governor and Chief Commissioner on these proposals.

15. With reference to the detailed scheme of reorganisation recommended by Sir Auckland Colvin, I am to say that the pay of Professors and Inspectors, recruited in England and the allowances to be given to them, will be regulated by the decision communicated in paragraphs 7 and 9 of this letter. The question of the number of Inspectors to be recruited in England and India will also as indicated in paragraph 10, require to be reconsidered. As regards the Provincial Service, I am to say that the pay proposed for Inspectors appears to the Government of India open to the objection that it is progressive and that it is unnecessarily high. The Governor-General in Council is of opinion that *fixed* rates of pay are more

<sup>1</sup>See Document no. 3.

<sup>2</sup>See Document no. 52.

<sup>3</sup>See *Home-Education, A Proceedings*, August 1893, no. 52.

suitable for the Provincial Service than progressive rates, and he is still of the opinion expressed in the Government of India's Despatch of 25th March 1891 that the highest pay of the Provincial Service should be Rs. 700 a month. His Excellency in Council is therefore inclined to think that, unless His Honour sees any strong objection, the pay of the three Inspectors should be, respectively, Rs. 700, Rs. 600 and Rs. 500, or, if there are to be only *two* Inspectors in the Provincial Service, Rs. 700 and Rs. 600. Subject to these remarks, I am to say that the scheme of reorganisation meets with the approval of the Government of India. I am to request that, with the permission of His Honour the Lieutenant-Governor and Chief Commissioner, the scheme may be revised on the lines indicated above.

16. The Government of India would be glad to receive a reply to this letter and the requisite proposition statement at an early date.

I have the honour to be, Sir,

Your most obedient servant,

C.J. LYALL

Secretary to the Government of India

*Home-Education, A Proceedings, August 1893, no. 71.*

#### DOCUMENT No. 65

*The Secretary to the Government of North-Western Provinces and Oudh replies to the queries of the Secretary to the Government of India regarding reorganisation of Educational Service and submits with remarks the Proposition Statement showing the financial effect of the reorganisation.*

No. 581

Dated Naini Tal, the 25th October 1893

*From:* The Secretary to Government, N.W. Provinces, and Oudh

*To:* The Secretary to the Government of India, Home Department

Sir,

I am directed to reply to your letter no. 262, dated 22nd August regarding the proposal of this Government for the reorganisation of the Educational Service of these Provinces.

2. A proposition statement showing the financial effect of the reorganisation has been prepared in accordance with the instructions of paragraph 2 of your letter. In the statement are shown those offices only which this Government has finally decided to recommend for inclusion in the Superior Educational Service. It appears unnecessary and it would be a work of much labour, to include in the statement all the numerous offices which are classed in the Subordinate Service. The offices constituting the Superior

Service have been sub-divided, in accordance with paragraph 6 of your letter, into (i) those forming the European Service, (ii) those forming the Provincial Service. It has been found unnecessary to place any offices in your proposed third category of "unclassified".

3. With regard to the question raised in paragraph 5 of your letter as to where the dividing line should be drawn between the Superior and the Subordinate Services, the only class of Educational posts in these Provinces respecting which the line of division is doubtful is that of Headmasters of zila schools. The "zila" or "district" school is ordinarily a High School, teaching up to the Entrance Examination. The Headmasters of these schools are now with few or no exceptions graduates of a University. The pay is not local but personal, the grades being according to the scale shown in the margin. In practice however promotion has not been systematically given from the lowest to the highest grade, as in order to obtain thoroughly competent Headmasters for the five or six leading schools, the Director has frequently brought outsiders into the superior grades of Rs. 350 and Rs. 400. The Director has recommended that the Headmasterships of these two grades should be included in the Provincial Service, and as this is in consonant with the present practice of officering these appointments the Lieutenant-Governor has accepted the proposal. Six Headmasterships on Rs. 350 and Rs. 400 are accordingly shown in the proposition statement. The effect of this classification, as regards Headmasters left in the Subordinate Service, will be that they will have no absolute claim to rise to the Rs. 350 or Rs. 400 grades: but they will be eligible for special promotion on grounds of individual to those grades and consequently to the Provincial Service. If all the Headmasters are included in the Subordinate Service, the Director would be unable to make appointments to them from among the native Professoriate of the Government Colleges, as all the Professors are classed in the Provincial Service.

4 Headmasters on	Rs. 400
2 Headmasters on	350
2 Headmasters on	300
1 Headmaster on	250
9 Headmasters on	200
4 Headmasters on	150
7 Headmasters on	125
10 Headmasters on	100
<u>1</u> Headmaster on	80
<u>40</u>	

4. The rates of pay mentioned in paragraph 7 of your letter have been adopted in the "proposal scale" of the proposition statement for the Inspectors and Professors belonging to the European Service.

5. The Lieutenant-Governor accepts the proposals of paragraph 8 of your

letter that an Educational Officer belonging to the European Service should be given a special allowance of Rs. 100 a month after 15 years' approved service; or, in case his service has not been good and the special allowance is refused on this ground, that he should be called upon to retire. Sir Charles Crosthwaite considers that a special stipulation in respect to compulsory retirement after 15 years' service may, in view of the smallness of the European Educational Service and the consequent necessity for maintaining it efficient at all times, be properly included in the terms offered to future candidates by the Secretary of State. It is understood that the personal allowance of Rs. 100 a month granted to an Educational Officer will cease on his obtaining one of the higher allowances mentioned in paragraph 9 of your letter.

6. The Lieutenant-Governor accepts the proposal of paragraph 9 that in these Provinces there should be three allowances—one of Rs. 250-50-500 a month, and two of Rs. 200-10-250 a month—available for Principals of Colleges and Circle Inspectors, to be distributed as the Government may think best. These have been included in the proposition statement.

7. The suggestion made in paragraph 10 of your letter that three Inspectorships should be entered in the European Service list and two in the Provincial Service list has been carefully considered by the Lieutenant-Governor. If the Educational Department in these Provinces were at the present time in a normal state, Sir Charles Crosthwaite would not object to adopt the suggestion, though he considers it open to question whether for the work of inspection, which requires knowledge of the Vernaculars and of the Indian schoolboy rather than high scholarship, experienced Headmasters of our High Schools are not better fitted than inexperienced graduates sent out from an English University by the Secretary of State. But the present condition of the Department is such as to make the retention of three Inspectorships in the Provincial Service list very desirable. The present Inspectors in the Department are Mr. Boutflower, Mr. Dodd, Mr. Welby<sup>1</sup> and Mr. Crosse,<sup>2</sup> of whom the two former are in the graded service, and the two latter are Headmasters of High Schools who are officiating in the graded service pending the final re-organisation of the Department. Mr. Welby and Mr. Crosse are efficient Inspectors, but their expectations will be sufficiently met if they are appointed to the Inspectorships assigned to the

<sup>1</sup>For the history of Mr. C.E. Welby's services, see the North-Western Provinces Government's letter of 3 February 1892, *Home-Education, A Proceedings*, July 1891, nos. 1-5. Starting as a clerk he was appointed Headmaster of a Zilla School in 1875. In 1892 the N.W.P. Government recommended his appointment to the graded service but pending the reorganisation of the Education Department the recommendation was not accepted. He was, however, allowed to officiate in the graded service.

<sup>2</sup>A Cambridge M.A., Mr. Marlborough served as Headmaster of various schools between 1891 and 1894. Later he was Assistant Inspector and Inspector of Schools and was appointed to the Indian Education Service, Punjab in 1902.

Provincial Service. A third officer who is similarly situated is Mr. Budden.<sup>1</sup> His case was referred to the Government of India in my no. 3063, dated 23rd November 1892.<sup>2</sup> If he fails to obtain appointment to the European Service on Mr. Dodd's approaching retirement, the third Inspectorship in the Provincial Service list will naturally fall to him: otherwise a native of the country will be appointed to it.

Three Provincial Inspectorships can thus be efficiently officered by the Local Government from its present educational staff. If however three are placed on the European list, it will be necessary to obtain at once one untried and inexperienced man from England, and a second possibly on Mr. Dodd's retirement, should Mr. Budden fail to get the vacant place. Were the Department normally constituted, it might be possible to transfer a Professor to an Inspectorship; but the present Professors are either too senior for the work, or else have just come to India.

For these reasons Sir Charles Crosthwaite prefers not to alter the proposals of his predecessor regarding the distribution of the Inspectorships between the two services. As to the apprehended difficulty of selecting a Director of Public Instruction if the Inspectorship on the European list are reduced to two, Sir Charles Crosthwaite apprehends that most of the officers on the European list will pass some portion of their service as Inspectors, and will thus become eligible for the Directorship. In any case the appointment of a third Inspector on the European list would not open a much wider field of selection. In the case of there being no officer in the Department or in the Indian Civil Service fitted for the Directorship, the appointment of an able man from England would perhaps be possible.

8. The decision communicated in your paragraph 12 regarding Mr. Venis<sup>3</sup> will be communicated to that officer when the Secretary of State's orders on the reorganisation scheme have been received, and he will be asked to exercise the right of choice accorded to him by your letter. Messrs Gough, Wright and Boutflower and Dr. Thibaut will at the same time be informed of the option given to them in your paragraph under reference.

<sup>1</sup>Mr. H.O. Budden had started service as Headmaster in 1873 to become Principal of the Residency College, Indore (1888-89). In 1889 he was appointed Tutor to the Nawab of Rampur and thereafter shifted to the United Provinces as Inspector of Schools.

<sup>2</sup>In this letter the North-Western Provinces Government proposed Mr. H.O. Budden's name for the Graded Service on Mr. Dodd's retirement. In reply the Secretary of State had strongly objected to official recommendations to him for the appointment of individuals to the Superior Service. Pending the future organisation of that Service, His Lordship did not wish to take up such case. The Local Government might, in reporting officially the actual occurrence of the vacancy, suggest demi-officially Mr. Budden's name for the approval of the Secretary of State. For details, see *Home-Education, A Proceedings*, December 1892, nos. 68-71.

<sup>3</sup>In Paragraph 12 of the Home Department letter dated 22 August 1893, the North-Western Provinces Government was informed about Mr. Venis that in his case the option would lie between remaining graded under the two-thirds rule and being included in the Provincial Service.

9. The Lieutenant-Governor is willing to accept the Madras proposal mentioned in paragraph 14 of your letter<sup>1</sup> that an officer of the Provincial Educational Service officiating for an officer of the European Educational Service should receive an extra allowance of Rs. 100 a month.

10. For the three Inspectors whom this Government has proposed to place on the Provincial Service list the rates of pay (Rs. 700, Rs. 600 and Rs. 500) mentioned in paragraph 15 of your letter have been adopted in the proposition statement.

I have the honour to be, Sir,

Your most obedient servant,

T.W. HOLDERNESS

Secretary to the Government, North-Western Provinces and Oudh

*Home-Education, A Proceedings, February 1895, no. 40.*

#### DOCUMENT No. 66

*Extract from a letter from the Secretary to the Government of the Punjab and its Dependencies to the Government of India conveying the views of his Government on the recommendations of the Public Service Commission regarding the Education Department.*

No. 456S

Dated the 7th September 1889

**From:** C.L. Tupper, Esq., Secretary to the Government of the Punjab, and its Dependencies

**To:** The Officiating Secretary to the Government of India

In continuation of my letter no. 146S, dated 25th June 1888,<sup>2</sup> I am now desired by the Lieutenant-Governor to forward, for the information of the Government of India, the accompanying opinions<sup>3</sup> of the Inspector General of Prisons, the Inspector General of Police and the Director of Public Instruction in this Province on certain proposals of the Public Service Commission relating to their respective Departments.\* On these opinions, I am to convey the following remarks of the Lieutenant-Governor:

\*From Inspector General of Prisons, no. 1487, dated 22nd May 1888

From Inspector General of Police, no. 56, dated 29th May 1888

From Director of Public Instruction no. 1179, dated 14th June 1888

<sup>1</sup>Paragraph 14 of North-Western Provinces Government's letter no. 2655, dated 15 September 1892. See Document no. 63.

<sup>2</sup>See *Home-Public, A Proceedings*, October 1888, no. 202.

<sup>3</sup>Not included.

### 10. III—*Education*—The recommendations that

- (1) the recruitment of Professors should be (when practicable) for a term of years with power or re-appointment, and
- (2) the present graded lists of the superior branch of the Department should be abolished must be taken together.

If it is not practicable to obtain competent Professors for short-terms of service, the present graded system should clearly be maintained, for no third system has been suggested which could be substituted for it. In the opinion of the Lieutenant-Governor the proposal to bring out Professors for short-terms is quite impracticable. Colonel Holroyd,<sup>1</sup> though not himself holding this view, has indicated the reasons which support it. Professors so brought out would lose both their home connection and the opportunities which residence in Europe afford for continual advance in their special subjects of study. On their return to Europe they would doubtless find themselves in a worse position than they were when they came out; and it is not reasonable to suppose that men who had distinguished themselves at the Universities would be willing to come to India on such terms. Even with the present prospects of promotion in graded service and with the advantages of a pensionable career, Educational Officers are too often discontented with their position. While possessing high attainments evinced by success at the Universities, they find themselves in this country on a footing in many ways worse than that of the Civil Service, and they perceive prospects of distinction and advancement denied to themselves which are open to others perhaps in no way superior to them either in original capacity or education. Besides this, they are often or usually men without Indian connections, and do not really know before they come out, the true value of Indian incomes or the cost or actual conditions of living in this country. They are thus often disappointed to find themselves not so well off even pecuniarily as they expected to be. If all these causes of discontent were aggravated by limiting the term of service and refusing pensions in the manner proposed, it would be obviously harder to get competent men for the Professorships than it is at present. The suggestion of the Director that they might be allowed a long vacation of three months instead of 2 1/2 months would hardly mitigate the evil of such a system, and the plan is in itself open to manifest objections.

11. On the other hand, the Lieutenant-Governor has no hesitation in concurring with the Director of Public Instruction in his support of the recommendation that at least one College with a staff of Professors capable of teaching up to the highest European standard, under a European Principal should be maintained in each large Province. This admitted, the further question arises to what extent the Professorial staff can be recruited from Natives of India.

<sup>1</sup>Colonel W.R.M. Holroyd was Director of Public Instruction, Punjab. For a detailed biographical sketch see J.P. Naik and S.C. Ghosh eds., *op. cit.*, pp. 386-87.

12. As to this, the Lieutenant-Governor's view is that thorough competence is the first consideration, and that when this is attained, there is not only no objection to the employment of Natives as Professors, but much advantage in such an arrangement. Competence, however, being the first consideration and the standard being a European one, it may be taken for certain that Professors of English, English Literature, and English History must almost invariably come from the mother country. Professors of Science, too, will rarely have attained the requisite degree of modern knowledge unless they have studied in European Universities or Science Schools. In Law, in Philosophy and in Mathematics, Natives of India are likely to attain the necessary excellence sooner in all probability than in the subjects just mentioned; but when good Native Professors are to be had, the Lieutenant-Governor would be quite willing to appoint them. If Natives of the Province, their knowledge of the Vernacular and the local dialects would enable them to perceive and remove the difficulties of their pupils better than Europeans could do; and serving in their own country and knowledge beforehand the true value of their appointments, they should be free from the discontent which, as already said, is often observed amongst European graduates in Indian Educational Departments.

13. As for Inspectorships, it has often been said that these appointments are specially suitable for Natives of the country, but the Lieutenant-Governor, though admitting that for most reasons this is true, would be sorry to see these appointments exclusively filled by Native gentlemen. One of the Punjab Inspectorships is at present held by a Native of India, but he has latterly shown a great want of sustained energy, which is unfortunately a common failing with men of his race when they have no further promotion to expect. On the other hand, two Native Assistant Inspectors have been officiating for European Inspectors on furlough and have done well. It ought, in the Lieutenant-Governor's opinion, to be remembered that the grant-in-aid system,<sup>1</sup> which will hereafter play so important a part in Indian educational affairs, depends for its successful working entirely on the firmness, integrity and impartiality of the verdicts of the Inspectors, and these from the nature of the case it is impossible to test independently. It is enough to say that with the learnings so often due to ties of race, religion, family or acquaintance, Natives in the position of Inspectors of Schools will find it less easy to observe complete firmness and impartiality than Europeans. However this may be, it is at all events certain that in the Punjab at least one of the Inspectors must continue to be a European for the purpose of inspecting the European schools.

14. With these remarks I am to say that the Lieutenant-Governor does

<sup>1</sup>Grant-in-aid system was first introduced in India by Wood's Despatch of 1854. For the role of this system see the Reports on the Progress of Education for various Provinces for different years.

not advocate a re-constitution of the Punjab Educational Department on the lines suggested by the Public Service Commission. He is not prepared either to abolish the graded system or to suggest different methods of recruitment for Professorships respectively. He thinks we must continue to fill both classes of appointments from a Graded List as at present. But he will be quite ready to appoint Natives to be Professors when men who are thoroughly qualified for such posts are to be found.

*Home-Public, A Proceedings, April 1891, no. 73.*

### DOCUMENT No. 67

*The Chief Secretary to the Government of Punjab communicates to the Secretary to the Government of India, his Government's remarks on the questions raised by the Secretary of State on reorganisation of the Education Department in India and submits the proposed scheme of Indian and Provincial Services.*

No. S/903

Simla, the 17th October 1892

*From:* C.L. Tupper, Esq., Chief Secretary to the Government of the Punjab

*To:* The Secretary to the Government of India, Home Department

Sir,

I am directed to acknowledge the receipt of your letter no. 131, dated the 26th March 1892,<sup>1</sup> forwarding for consideration two papers bearing on the reorganisation of the Educational Department, and requesting the opinion of the Lieutenant-Governor on certain special matters involved; and, in reply, I am to communicate the following remarks.

2. Before coming to the matters which have to be specially considered, I am desired to say that the Lieutenant-Governor understands that the necessity for recruitment in England for long-terms, affording the officers permanent careers in India on pensionable service, is fully conceded. The recruitment will be, in every instance, for a probationary period of five years only to begin with; but it will be in the power of the Local Government, should the retention of the officers seem desirable in the public interest, also in every instance, to change the contract, as therefore, into one of permanent service under the ordinary Civil Service Regulations. If this be so, the chief ground of the objection of the Punjab Government to the abolition of the graded service, urged in its letter no. 456-S, dated the

<sup>1</sup>See Document no. 43.

7th September 1889, will have been removed. At the same time it will remain true, that so far as Inspectors of Schools are still to belong to the Service recruited in England, it will be through the Professorships that they will be prepared, by becoming acquainted with the people, their language, and the circumstances, for that work. There will thus continue to be but one method of recruitment for both offices, the professorial period leading to, and fitting for, the inspectorial; but, ordinarily, Professors would be transferred to Inspectorships only on the occurrence of a permanent vacancy. The Lieutenant-Governor does not consider a University man of high attainments necessarily above the duties of an Inspector of Schools. On the contrary, on account of the administrative, pioneering, and advising duties of an Inspector, a high degree of culture is very desirable; and, as it is for the Inspectorate that the Director of Public Instruction, or chief adviser of Government in educational matters, has to be chosen, high attainments are essential; and the occasional transfer of a Professor, after a few years experience, to an Inspectorship, would seem to be a convenient way of making the short-term professorial system practicable in the Colleges.

3. The first matter specially referred for opinion concerns the suggestions made in paragraphs 5 and 6 of the Secretary of State's Despatch (Public Education/no. 9, dated the 28th January last) in respect of the pay and position of Educational officers to be recruited in England on the new terms. The Lieutenant-Governor, in the first place, cordially accepts the suggestion that future appointments should be to salaries rising with length of service, and supplemented by extra allowances for such superior offices as the Principalships of Colleges, and the senior Inspectorships of Schools. As the aim of the new method of recruitment is to attract men of high quality to the Educational Service, it appears to Sir Dennis Fitzpatrick<sup>1</sup> that a sufficient initial pay, with a definite substantial rise at the end of stated periods, would be more likely to meet the object in view than a fixed graded system, with promotion depending on the uncertain occurrence of vacancies. The initial pay to be offered is, of course, an important point, and must depend on the state of the market in respect of the article required. But the Lieutenant-Governor, looking to past experience of the graded system, and to the qualifications in view, is inclined to think that Rs. 600 per mensem would be sufficient figure to begin with. He would make this a fixed pay for the probationary first five years' service, with the advance at the end of that period, to Rs. 800, provided the engagement should be continued. For the second term of five years, the pay would remain at Rs. 800 per mensem, with a rise at the end of the period to Rs. 1,000. The further service would

<sup>1</sup>Fitzpatrick was the Lieutenant-Governor of Punjab from 1892 to 1897. He was Secretary to the Government of India in the Legislative and Home Departments respectively between 1877 and 1885. Further he was Acting Chief Commissioner of Central Provinces (1885-87), Acting Resident of Mysore, Chief Commissioner of Assam and Resident of Hyderabad. He became a Member of Council of India in 1887.

continue at Rs. 1,000 per mensem, unless the officers should attain to one of the appointments, or to that degree of seniority, to which an extra special allowance shall have been attached.

4. The Principalship of a College, the Lieutenant-Governor thinks, and the senior Inspectorship of Schools should each have a special allowance of Rs. 250 per mensem attached to them, and for the most senior officer in either of these appointments the extra allowance should be Rs. 500, making the total maximum pay of a Principal or an Inspector Rs. 1,500 per mensem, as at present. Any diminution of the prospective maximum pay of the service would, it is believed, materially tend to frustrate the object in view in altering the terms. As to whether, in the larger Provinces for instance; there might not be more than one of the higher, or Rs. 500, allowances, will naturally depend on the circumstances, which each province, may be expected to explain for itself; but what is generally assumed is, that, to secure an agency of the highest quality in the Department of Public Instruction, every Local Government should be able to hold out the attraction of, at least, one of these allowances. And on these question whether higher pay than Rs. 1,000 per mensem should be open to a Professor as such it is observed that, at present, a Professor's pay is not limited to that figure, and that there seem to be good reasons for maintaining this advantage. Inspectors of Schools too, other than the senior, have, at present, similar prospects; and, in the opinion of the Lieutenant-Governor, it would be only reasonable, as well as expedient, to have one or more of the lower, or Rs. 250, allowances, in each Province, available for Professors or Inspectors, of approved merit and long service, who, though deserving enough, may not have attained, or be likely to attain to these, as Principals, or as senior Inspectors.

5. The second matter referred for consideration is—'how to deal with Educational officers who, after some period of continued service, are found to be useless and inefficient, though not absolutely incapacitated by ill-health.' On this question, the Lieutenant-Governor has no hesitation in expressing a very decided opinion. Within the probationary period of service, it will usually be found possible to detect the flaws and deficiencies of an officer; and these, should they in any marked degree detract from his usefulness, ought, without exception, to lead to the termination of the engagement at the end of the period. For any considerable delinquency or serious inefficiency during the period, the condition, in the Indenture, of six months' notice to terminate the contract would seem to suffice. And if, in every case, the first five years' term were to be one of probation, or test of fitness for further employment, as intended, the difficulty now being considered would seldom arise after that period. Should, however, inefficiency or worthlessness appear after the probation term, and should this defect arise from a culpable failure of character, the case would be such

as is contemplated in Article 450(a) of the Civil Service Regulations, which implies that such inefficiency is a sufficient ground of dismissal or removal from service. To meet other cases, where moral obliquity may not be so easily traced, and where they may be reasons for compassionate consideration, the suggestion contained in paragraph 7 of the Secretary of State's Despatch already quoted—to reserve the right, in the terms of educational service, to retire an officer at any time, on the gratuity or pension to which he is, by length of service, entitled, if it should be deemed in the public interest so to do—might, it is considered, be usefully adopted.

6. The largest matter yet remains to be considered namely, the reorganisation of the Superior Educational Service in the Punjab, according to recruitment in England or in India, with a detailed scheme of what is proposed for the *Indian* (or home recruited) and the *Provincial* (or Indian recruited) Services.

7. There are at present 8 graded appointments in this Province—4 held by Professors in the Lahore Government College and 4 by Inspectors of Schools. Two of these appointments are held by Native gentlemen—one by an Inspector, in the 3rd class, and one (provisionally) by a Professor, in the 4th class; and these two appointments it is proposed to provincialise at once. There are five full Professorships in the Lahore Government College, four of which, as already stated, are filled by officers holding graded appointments and the fifth by an officer, educated in England, but not on the graded establishment. As it is proposed to transfer one of the Graded Professorships to the Provincial List, reducing the appointments to Professorships from England to three, and making the proportion of home to local appointments as 3 : 2, it is not thought that it would be compatible with the maintenance of a high standard of efficiency in the College to carry the provincialising any further as regards that institution. There are five Inspectorships in the Province, two of which are held by Native officers, one graded, and one ungraded. As already said, it is proposed to provincialise the Graded Inspectorship held by a Native officer, which will make the proportion of home to local appointed Inspectors as 3 : 2. The Lieutenant-Governor will be prepared to transfer a further Inspectorship from the Indian to the Provincial List, as soon as there is a prospect of securing a sufficiency of Native gentlemen of the Province with the necessary qualifications, thus giving an ultimate proportion of 2 : 3; but he does not consider that this could yet be done, with due regard to the full efficiency of the Service. Moreover, it will scarcely appear, he thinks, that only six appointments from England is more than a reasonable requirement towards the moral and intellectual uplifting<sup>1</sup> of a province like the Punjab.

<sup>1</sup>British people always advocated that their prime aim in India was the moral and intellectual upliftment of the Indian people. This theory of White Man's burden was specifically ascribed to Rudyard Kipling, the famous litterateur.

8. At present, below the graded service, there are 6 superior Ungraded Appointments, on salaries ranging from Rs. 250 to Rs. 800 per mensem. Below these, there are 12 other appointments, belonging to what is called the Gazetted Subordinate Service, on salaries in five grades, from Rs. 200 to Rs. 350; and, further down, there is the Non-Gazetted Subordinate Service, of 120 appointments in six classes, and on salaries rising to Rs. 160. This last service, which includes mostly District Inspectors and Special School Teachers, it is not proposed to touch; and it will remain, as heretofore, the Lower Provincial, or simply, the Subordinate Service of the Educational Department. The two higher services give 18 appointments in all; and 17 of these, together with the 2 appointments to be provincialised from the Graded Service, or altogether 19, it is proposed to constitute into a single Superior Provincial Service, to include the locally selected Professors and Inspectors, the Principal of the Central Training College, the Vice-Principal of the School of Art, the Inspectress of the Schools, the Assistant Professors, and Assistant Inspectors, and a few other officers. The eighteenth appointment of the higher Ungraded Services above referred to, which it is not proposed to include in the new Provincial List, is the Principalship of the Mayo School of Arts, Lahore. This appointment, at present filled by Mr. J.L. Kipling,<sup>1</sup> carries a pay of Rs. 800, together with a personal allowance; the qualifications are of such a nature that, in case the Vice-Principal (who is also appointed from home) should prove ineligible, it would have to be filled by recruitment in England; and on account both of its status and the necessity of invariably recruiting it directly or indirectly, from England, the Lieutenant-Governor is of opinion that it might appropriately be transferred to the Indian List, the pay rising from Rs. 600 to Rs. 1,000, as in the other cases, and making one more, or seven altogether, of these appointments. Other appointments, such as the Principalship of the Central Training College, the Vice-Principalship of the School of Art, &c., will still, though on the Provincial List, have to be recruited in England; but the pay and status of these seem to determine plainly enough the List on which they should be returned.

9. The rates of pay to be attached to the Indian Service appointments, as revised, have already been considered in paragraphs 3 and 4 above. These are Rs. 600-800-1,000, with extra allowances for superior offices, and long and approved service. The Lieutenant-Governor considers that, in the Punjab, there should be one allowance of Rs. 500, and two allowances of Rs. 250; and he strongly recommends these for the approval of the Government of India. One of these allowances would be attached to the Principalship of the Lahore Government College, and one to the senior

<sup>1</sup>Mr. J.L. Kipling was earlier Architectural Sculptor, Bombay School of Arts (1865-75). He was Curator of the Lahore Museum during 1875-93. He is the author of *Beast and Man in India*.

Inspector of Schools for the time being, and whichever of these two officers should be the senior would draw the Rs. 500. The remaining Rs. 250 allowance would be available for any one of the other officers on the List, and would be given to the senior, whether Professor, Inspector, or Principal of the School or Art, provided there should not appear to the Lieutenant-Governor sufficient reasons for withholding it. It has to be observed that whilst there are, at present, two Second Grade (Rs. 1,000-1,250) appointments in the Province, there is no First Grade (Rs. 1,250-1,500) appointment. But this is a matter on account of which Punjab Educational officers have long had a grievance; and the Lieutenant Governor hopes that occasion will now be taken by the sanction of one extra allowance of Rs. 500, that is, of one salary on Rs. 1,500, to remove what cannot fail to be a great disadvantage and discouragement to the officers concerned. When the graded system was introduced into the Punjab, education was more or less in its infancy; and it was deemed enough to make two Second Grade appointments the limit of attraction to the service, although this was not specified in the engagements. But during the intervening period of over twenty years, circumstances have greatly changed, and what was not considered then a necessity in respect of the officers, has, it is believed, now become a claim on the part of the Province. The Punjab, it must be admitted, deserves an educational agency equal to that of any other Province; several of its present Educational officers are men of the highest quality and character; and Sir Dennis Fitzpatrick would now like to see all reasonable grounds of discontent removed. He also proposes that, outside the ordinary service, the pay of the Director of Public Instruction, which was fixed many years ago at Rs. 1,500-2,000, or an average of Rs. 1,833  $\frac{1}{3}$ , should be raised to a fixed pay of Rs. 2,000 per mensem. The slightly enhanced rate seems due to the Director's heavy duties and responsibilities; and it would make the difference between his pay, and that of the ordinary staff more a measure of his much heavier, more varied, and more responsible work.

10. The present salaries of the 19 appointments, which it is proposed to form into the Superior Provincial Service, are shown in the Table in the next paragraph; and for these it is proposed to substitute the new appointments shown in the same table which have a range from Rs. 150 to Rs. 800, in 9 different classes. The appointments from the above Rs. 400 would constitute an upper section of the Provincial Service, and would be open, with a slight modification, to the offices to be made over from the Graded Service and to those now on the Superior Ungraded List. The appointments below Rs. 400 would be open to the offices comprised in the present Gazetted Subordinate Service. By the arrangement proposed, 7 appointments will have prospects ranging from Rs. 400 to Rs. 800, and the remaining 12 prospects from Rs. 150 to Rs. 400, it being understood that merit in the lower section would give a claim to promotion to the upper.

The lowest class has been fixed at Rs. 150, instead of Rs. 200 as heretofore, on the ground that young graduates of distinction are now available at the lower figure. In the case of particular appointments, it would be convenient if it were left to the Local Government to limit the range of those within the two sections, should that be deemed advisable; that is to say, the Local Government would from time to time determine which appointments should be tenable by any officer belonging to either of the two sections of the Superior Provincial Service.

11. To summarise what has been said above, the following statement contrasts the distribution of appointments proposed with that at present existing:

#### Superior Educational Service in the Punjab

Present			Proposed		
Appointments	Salaries	Allowances	Appointments	Salaries	Allowances
Director	Rs. 1,500-2,000	—	One	Rs. 2,000	—
Graded Service—8 Appointments			Indian Service—7 Appointments		
Two	Rs. 1,000-1,250		One	Rs. 1,000	Rs. 500
Three	750-1,000		One	1,000	250
Three	500-750		Four	600-800-1,000	One allowance of Rs. 250
			One	600-800-1,000	
Superior Ungraded Appointments—6			Provincial Service—19 Appointments		
One	Rs. 800	Rs. 100	One	Rs. 800	
One	500	100	Two	650	
Two	400-500		Two	500	
One	300-400		Two	400	
One	250		Two	350	
Gazetted Subordinate Service—12 Appointments			Two	300	
Three	Rs. 350		Four	250	
Two	300		Two	200	
Three	250		Two	150	
Two	225				
Two	200				

In the above table the first two proposed appointments below the Directorship are shown as carrying a fixed pay of Rs. 1,000 per mensem because the Principal of the Government College and the Senior Inspector would always have reached the maximum fixed for the service if allowances be left out of account.

12. With regard to the extra allowances, the Lieutenant-Governor does not think that it would be necessary to begin the grant of these at an early date. Of the two officers in the Second Grade, one attained the maximum pay of Rs. 1,250 in October last year, and the other has only lately been appointed to the grade. Some years hence, an allowance of Rs. 250 might be given to the senior officer (Mr. T.C. Lewis, 6th Wrangler, and formerly

Fellow of Trinity Colloege, Cambridge) thus absorbing the higher, or Rs. 500 allowance; and the other officer (Mr. Bell,<sup>1</sup> also distinguished) will gradually rise through the grade increments of Rs. 1,250, thus taking up one of the two Rs. 250 allowances. But the scheme generally would only gradually come into operation as new officers appointed by the Secretary of State should join the Department. It would, the Lieutenant-Governor believes, be practicable to provincialise the two graded appointments at once; but changes in the Provincial Service arising from the proposals now submitted would also be carried out only gradually, and as suitable occasions should occur.

I have the honour to be, Sir,

Your most obedient servant,

C.L. TUPPER

Chief Secretary to the Government of the Punjab

*Home-Education, A Proceedings, August 1893, no. 57.*

### DOCUMENT No. 68

*The Secretary to the Government of India seeks the opinion of the Government of the Punjab on certain matters connected with the reorganisation of the Education Department with a view to maintain uniformity, and requests for revised scheme and the requisite Proposition Statement.*

No. 263

Simla, the 22nd August 1893

*From:* C.J. Lyall, Esq., C.S.I., C.I.E., Secretary to the Government of India

*To:* The Chief Secretary to the Government of the Punjab

Sir,

I am directed to reply to your letter no. S. 903, dated the 17th October 1892, forwarding the recommendations of the Punjab Government regarding the proposals made by the Secretary of State in his Despatch no. 9 (Public-Educational), dated the 28th January 1892, in connection with the reorganisation of the Educational Services in India.

2. The Government of India find that it is necessary, before submitting the various Provincial schemes of reorganisation to the Secretary of State to make a further reference to Local Governments and Administrations on certain points. It is also necessary that Proposition Statements should be carefully prepared by each Local Government, so that the financial effect of

<sup>1</sup>Mr. William Bell was Principal of Government College, Lahore.

the reorganisation may be exactly estimated. I am now to request that under the orders of His Honour the Lieutenant-Governor a Proposition Statement may be prepared for the Punjab; and, in order to enable this to be done, I am to communicate the decisions contained in the following paragraphs at which the Government of India have arrived.

3. I am to explain that the present financial condition is such that proposals for additional expenditure on points not essential to the reorganisation cannot be entertained. The Governor-General in Council regrets therefore that he is unable at present to recommend to the Secretary of State the proposal of the Punjab Government for raising the pay of the Director of Public Instruction. It is important that the new arrangements should, if possible, involve no expenditure in excess of that which is now being incurred; and His Excellency in Council hopes that this principle will be borne in mind in preparing the final scheme of reorganisation for the Punjab.

4. There are two preliminary matters connected with the reorganisation on which some further explanation is required. The first is the designation of the three services into which the Educational Department is to be divided in future. The Department will consist of (A) the Superior Service, and (B) the Subordinate Service. The Superior Service will consist of two branches, one branch including the posts to be filled by persons recruited in England, which might be called the European Service; and the other including the posts to be filled by persons recruited in India, which might be called the Provincial Service. In accordance with the principles which have been adopted for the Judicial and Executive Services and some other Departments, the Government of India propose that the three divisions of the Educational Department should be designated (i) the European Educational Service; (ii) the Provincial Educational Service; and (iii) the Subordinate Educational Service. The term "European" has been decided upon instead of the term "Imperial" which has been adopted in certain other Departments, as the latter would not be suitable for the Educational Service, which will be restricted to a particular Province.

5. The second question for determination is where the dividing line should be drawn between the Provincial and Subordinate Services. In paragraph 5 of their Public Despatch no. 17, dated the 25th March 1891<sup>1</sup> (extract forwarded with Home Department letter no. 131, dated the 26th March 1892), the Government of India had proposed that it should be drawn so as to include all appointments on pay of more than Rs. 200 a month in the former service, while all posts on Rs. 200 or less would be classed as subordinate. On full consideration, however, they are inclined to think that the correct principles of demarcation are: (1) that the line between the two services should be drawn rather according to the nature of the offices held

<sup>1</sup>See Document no. 83.

than according to pay; (2) that generally Professors, Inspectors and Joint and Assistant Inspectors should be included in the Provincial Service; and that Deputy Inspectors, Headmasters of District Schools and officers of lower rank should belong to the Subordinate Service; (3) as regards *other* offices, that those carrying less pay than Rs. 200 a month should not, except for very special reasons, be placed in the Provincial Service; and that, on the other hand, offices on higher pay than Rs. 200 (such as the Senior Deputy Inspectorships in Bengal) may, at the discretion of the Local Government, be classed in the Subordinate Service.

In this connection I am to bring to the notice of His Honour the Lieutenant-Governor the distribution of appointments made by the Government of Bengal between the two services,<sup>1</sup> which appears to the Government of India to be a suitable one. The Provincial Service in that Province includes the Professors of Colleges, Principals of Colleges, which do not contain any member of the European Service, Inspectors of Schools, Joint and Assistant Inspectors of Schools, the Inspectress of Female Schools, Headmasters of Collegiate Schools and Training Colleges, Superintendents and Headmasters of Madrasahs, the Headmaster of the Kurseong English School, and the Personal Assistant to the Director of Public Instruction. The Subordinate Service includes the Headmasters and Undermasters of Zilla Schools, Deputy Inspectors and Sub-Inspectors of Schools, and a few ministerial and other miscellaneous appointments.

I am to request that it may be considered whether any modifications should be made in the list of Provincial Service appointments submitted with your letter under reply so as to bring the list into agreement with the principles stated above.

6. It is desirable that the same classes of offices should be entered in the same service in each Province. I am to request that, with His Honour's permission, the Government of India may be furnished with a list of all the appointments in the Superior Educational Service in the Punjab showing separately those (1) in the European Service; (2) in the Provincial Service; and (3) unclassified, i.e., not definitely placed on either of the above lists.

7. Turning now to the financial side of the reorganisation, I am to say that the Government of India have decided that the ordinary rate of pay for Professors and Inspectors recruited in England should be Rs. 500-50-700 a month during their probationary period of five years, and Rs. 750-50-1,000 in their second period, the maximum of Rs. 1,000 being attained at the end of ten years. This will be the general rule, but it must necessarily be left open to the Secretary of State to offer a fixed pay of Rs. 600 a month (the equivalent of Rs. 500-50-700) for the probationary period in special cases, or even to offer higher pay, not exceeding Rs. 700, when the services of a competent officer cannot otherwise be secured.

<sup>1</sup>See their letter no. 267 T.G. of 28 September 1891. Refer to Document no. 30.

8. The question then arises whether any increase of pay should be given to these officers after they have attained the maximum of Rs. 1,000. In paragraph 6 of his Despatch no. 9 (Public-Educational), dated the 28th January 1892, the Secretary of State asked the Government of India to consider whether higher pay should not be open to a Professor as such. Although the position and prospects of Educational officers recruited in England will be considerably improved under these proposals, the Government of India are inclined to think that it would be an undesirable arrangement, and one which might possibly create discontent in the service, if a large proportion of its members were to attain the highest pay open to them after ten years' service; for it is probable that some officers will never obtain one of the personal allowances which are to be given only in special cases, while others may only obtain one of them at a much later period of their service than ten years. To meet this difficulty, the Punjab Government has proposed that there should be one or more allowances of Rs. 250 in each Province for Professors or Inspectors of approved merit, who, though deserving may not have attained or be likely to attain, the special allowances of Principal or Senior Inspector. The Government of India, however, are inclined to think that this allowance would be unnecessarily high in the cases referred to, and that it would be better not to limit the *number* of allowances which might be granted to the officers referred to. A proposal has been made by the Bombay Government<sup>1</sup> to the effect that an officer of twenty years' approved service, whose total salary does not exceed Rs. 1,000, should be given a special allowance of Rs. 100 a month, and that, if the allowances were refused to him, he should be called upon to retire. The Government of India are inclined to think that the principle of this proposal is a good one; but they would prefer to substitute fifteen years' service for twenty as the period after which the special allowance would be available or the officer might be called upon to retire. I am to invite the opinion of His Honour the Lieutenant-Governor both on the proposal of the Bombay Government and on the alternative suggested above. The point should be considered with reference to the Secretary of State's suggestion<sup>2</sup> that a stipulation should be included among the terms of Educational Service, reserving to Government the right of retiring an officer of more than five years' service, if it is deemed to be in the public interest that he should so retire, though not permanently incapacitated by bodily or mental infirmity.

9. As regards the question how the salaries of Principals of Colleges and the Senior Inspectors are to be fixed, the Government of India are of opinion that the system of granting personal allowances to the holders of

<sup>1</sup>See their letter no. 1725 of 13 August 1892. Refer to Document no. 52.

<sup>2</sup>Paragraph 7 of the Secretary of State's Despatch no. 9. (Public-Educational) dated 28 January 1892. Refer to Document no. 84.

these posts should be adopted, and that the allowances should be progressive, so as to correspond to some extent with the higher rates of pay in the present Graded List, which will be supplanted by the new system. The allowances proposed by His Honour the Lieutenant-Governor are: (a) one of Rs. 500, to be given to the senior of the two officers holding the appointments of Principal of the Lahore Government College and Senior Inspector of Schools; (b) one of Rs. 250, to be given to the junior of the two officers holding the above mentioned appointments; (c) one of Rs. 250, to be given to the next senior officer, whether Professor, Inspector, or Principal of the School of Art.

As, however, there will be only seven appointments to be recruited for in England, the Government of India are inclined to think that, unless His Honour the Lieutenant-Governor sees strong reasons in support of the grant of a third personal allowance, it would be sufficient to give two allowances—one of Rs. 250-50-500 and one of Rs. 200-10-250.

10. With reference to the Secretary of State's suggestion<sup>1</sup> that at least half the Inspectorships should be transferred to the Provincial Service, the Punjab Government proposed that three Inspectors should be recruited in England and two in India. It is also stated that His Honour the Lieutenant-Governor will be prepared to transfer a further Inspectorship from the European to the Provincial List as soon as there is a prospect of securing a sufficiency of Native gentlemen of the Province with the necessary qualifications, but that he does not consider that this could yet be done with the necessary qualifications, but that he does not consider that this could yet be done with due regard to the full efficiency of the service. The Government of India accept this view and approve the proposed distribution of the Inspectorships.

11. Upon the question of the transfer of Professors to the office of Inspector, which is noticed in paragraph 6 of the Secretary of State's Despatch of 28th January 1892, the Government of India have come to the conclusion that this is a matter which must be left to the discretion of each Local Government, who will be best able to judge whether a particular Professor should be permanently or temporarily appointed to an Inspectorship.

12. As regards the prospects of existing members of the graded service, the Government of India are of opinion that no officer now in the Graded List should suffer by the reorganisation. The proposed scheme is chiefly designed to better the prospects of Educational officers in the earlier period of service, and much dissatisfaction would be caused if those now in the 3rd and 4th grades were declared ineligible to rise to the two higher grades. The Governor-General in Council has therefore decided that every officer who has been permanently appointed to the Graded List should be given the

<sup>1</sup>Paragraph 6 of the Secretary of State's Despatch no. 9. (Public-Educational) dated 28 January 1892.

option of coming under the new scheme, or of continuing on the Graded List and obtaining promotion as vacancies occur in it, subject to the condition that only those considered fit for promotion will get it.

13. The question has been raised in this correspondence whether the post of Director of Public Instruction should be treated as exclusively reserved for officers of the Educational Department. A reference to paragraphs 2 and 6 of Home Department Resolution no. 10/300-10, dated the 4th September 1886,<sup>1</sup> will show the view which has already been expressed by the Government of India on this matter. While the Governor-General in Council is of opinion that the appointment should not be entered in the lists now to be prepared as exclusively reserved for the Educational Department, he would have it remembered that, for the reasons stated in the Resolution quoted above, the omission of the post from the lists should not interfere with the principle that, *caeteris paribus*, the appointments is to be given to a member of the Educational Service.

14. The question of the pay to be given to Members of the Provincial Educational Service when acting in temporary vacancies in posts ordinarily filled by members of the European Service has only been referred to by three Local Governments and seems to require further consideration. The Government of India, while reserving a final opinion, are inclined to think that the principle recommended by the Bombay Government, that the salary of a Provincial officer so officiating should be assimilated to that of the Professor or Inspector on the Provincial List (or, in other words, that an officer of the Provincial Service acting in a Professorship or Inspectorship on the European List should draw acting allowance on the salary of a Provincial Professor or Inspector), is the right principle and should be adopted. There might, however, be a difficulty in giving effect to it in cases in which all the members of the Provincial Service are graded together and their pay is personal, no definite pay being assigned to Professorships or Inspectorships as such. The Madras Government have proposed<sup>2</sup> that Provincial Service officers officiating for officers of the European Service should get an extra allowance of Rs. 100 a month. I am to invite the opinion of His Honour the Lieutenant-Governor on these proposals.

15. With reference to the detailed schemes of reorganisation recommended by His Honour the Lieutenant-Governor, I am to say that, for the reasons given in paragraph 13 of this letter, the post of Director of Public Instruction should be omitted from the list of appointments in the Educational Department. The pay of Professors and Inspectors recruited in England and the allowances to be given them will be regulated by the decision communicated in paragraphs 7 and 9 of this letter. As regards the Provincial Service, it appears from the statement given in paragraph 11 of your letter

<sup>1</sup>See Document no. 3.

<sup>2</sup>See Document no. 44.

that there are at present among the superior ungraded appointments:

One on	Rs. 800	carrying an allowance of Rs. 100
One on	500	carrying an allowance of Rs. 100, and
Two on	400-500	

In place of these four appointments, I am to suggest, for the consideration of His Honour the Lieutenant-Governor, whether it would not be sufficient if the following were substituted:

One on	Rs. 700
Two on	600, and
Two on	500

I am to explain that in paragraph 5 of their Despatch of 25th March 1891, the Government of India contemplated Rs. 700 as the highest pay to which the Provincial Service should rise, and that they are still of opinion that this pay should everywhere be adopted as the maximum of the service. They also consider that the rates of pay should be fixed and not progressive in the case of the Provincial Service.

I am to request that the scheme for the reorganisation of the Educational Department in the Punjab may be revised on the lines indicated above.

16. The Government of India would be glad to receive a reply to this letter and the requisite Proposition Statement at an early date.

I have the honour to be, Sir,

Your most obedient servant,

C.J. LYALL

Secretary to the Government of India

*Home-Education, A Proceedings, August 1893, no. 72.*

### DOCUMENT No. 69

*The Officiating Chief Secretary to the Government of the Punjab and its Dependencies requests the Secretary to the Government of India, to modify the scheme earlier recommended for the Punjab.*

No. 123

Dated Lahore, 31st January 1894

*From:* H.C. Fanshawe, Esq., Officiating Chief Secretary to Government, Punjab and its Dependencies

*To:* The Secretary to the Government of India, Home Department

Sir,

I am directed to reply to your letter no. 263, dated the 22nd August, 1893, communicating certain decisions of the Government of India regarding the reorganisation of the Education Department, and requesting

that the scheme recommended for the Punjab in Mr. Tupper's letter no. 903S of the 17th October 1892, may be modified accordingly.

2. In paragraph 5 of your letter, the question of the dividing line between the Provincial and Subordinate Services is considered; and it is laid down that the distinction should rather depend on the nature of the offices held than on the pay. Other principles are also stated; the distribution of appointments adopted by the Government of Bengal<sup>1</sup> is referred to as suitable; and the Punjab Government is requested to consider whether the list of Provincial Service appointments proposed for this Province does not require some modification, so as to bring it into agreement with the principles laid down.

On this I am to say that it does not appear to the Lieutenant-Governor that any change in the Provincial List already proposed is required. That List includes two Professors, two Inspectors of Schools, the Principal of the Central Training College, the Vice-Principal of the Mayo School of Industrial Art, the Headmaster of the Central Model School, the Inspectress of Schools, six Assistant Inspectors, three Assistant Professors, the Assistant Superintendent of the Central Training College, and the Registrar, Educational Department, who in matters of Vernacular literature, text-books, and such like, acts as Personal Assistant to the Director of Public Instruction, and is now in receipt of Rs. 250 a month. These appointments are very similar in kind to those included in the Bengal Provincial List, and are, it is believed, quite as select, all Headmasters but one—a very special case as Head of the Practising School attached to the Training Institutions in Lahore, and having to be recruited in England—and all Deputy Inspectors (called District Inspectors in the Punjab) being excluded.

3. In paragraph 6 of your letter you request that the Government of India may be furnished with a list of all the appointments in the Superior Educational Service in the Punjab, showing separately those (1) in the European Service, (2) in the Provincial Service, and (3) those not definitely placed in either, in order that the same Services in each Province may include the same classes of offices. It is understood that a statement according to the present classification is what is required; and I am to append to this letter a list<sup>2</sup> in which the 8 appointments of the existing graded service are given under the first head, the 12 appointments of the present Gazetted Subordinate Service, under the second head, and the 6 Superior Ungraded Appointments as unclassified, under the third head. In the scheme already proposed by this Government, two of the Graded Service Appointments are to go down into the Provincial Service; one of the Superior Ungraded Appointments (the Principalship of the Mayo School of Industrial Art) is to go up into the European Service; and the remainder of

<sup>1</sup>See Document no. 30.

<sup>2</sup>Not included.

the Superior Ungraded Appointments are to be absorbed in the Provincial Service.

4. On the financial side of the reorganisation scheme, the Government of India have decided that a pay ordinarily beginning at Rs. 500 a month, and rising by annual increments to Rs. 1,000 at the end of ten years, is likely to secure officers of the quality required for the European Service, it being open to the Secretary of State to offer a higher initial pay up to a fixed Rs. 700, when the services of thoroughly competent men cannot be otherwise secured. But the question whether higher pay than Rs. 1,000 should be open to Professors as such, or to other officers of the European Service who may not attain to offices carrying more than that pay, a definite decision has not yet been arrived at; and a further opinion of the Lieutenant-Governor is invited on the point. The proposal of the Punjab Government already made, that there should be one or more allowances of Rs. 250 a month in each Province for the officers referred to, is not approved; and it is considered that the number of allowances, whatever rates be fixed, should not be limited. A proposal of the Bombay Government<sup>1</sup> is that, at the end of twenty years' approved service, an officer whose salary does not exceed Rs. 1,000 should be given a special allowance of Rs. 100 a month, and that, if the allowance were refused to him, he should be required to retire. The Government of India approve of the principle of this proposal, but would substitute fifteen years' service for twenty as the period after which the allowance would be available, if the officer were not to be called upon to retire.

Regarding the allowance, Sir Dennis Fitzpatrick has no hesitation in preferring a service of fifteen years as that after which the allowance proposed should accrue; and he would recommend a further allowance of Rs. 100 a month at the end of twenty years' approved service, in order to keep the officers concerned—not many in number, but yet important parts of a comparatively small service—from being discontented. If a definitely rapid rise to Rs. 1,000 a month is necessary to secure an agency of the quality required for the first ten years of service, it appears to the Lieutenant-Governor that anything short of a further Rs. 200 during the remaining fifteen years would fail to satisfy those concerned, and would be likely to act injuriously on the whole service. It has to be borne in mind, His Honour thinks, that the present graded service holds out the prospect of Rs. 1,250 a month to a Professor as such, as well as to other senior officers similarly situated; and the considerations which, at the present time, go to make anything short of this sufficient for the more select Service are not apparent to the Lieutenant-Governor. In the Punjab, there has been considerable discontent under the present system, owing to the limited prospects beyond the Rs. 1,000 grade; and, looking at all the circumstances, as well as at what

<sup>1</sup>See Document no. 52.

is taking place in other departments, the time does not appear to be opportune for reducing the ultimate prospects of any of a class of officers, who are all expected to be men of high University distinction.

5. The proposal of the Bombay Government involves the compulsory retiring of an officer at the time when a special allowance become due, provided he be not considered deserving of the allowance; and it is requested by the Government of India that this point should be considered with reference to the suggestion of the Secretary of State, to reserve the right, in the terms of Educational Service, to retire an officer at any time after the probation period, should it be deemed in the public interest so to do. The views of the Lieutenant-Governor on requiring an officer to retire at any time, when that is in the public interest, are given at length in paragraph 5 of the letter no. 903S, dated 17th October, 1892, already quoted; and His Honour considers that a stipulation in the terms of agreement, as suggested by the Secretary of State, is desirable. The ground of compulsory retirement proposed by the Bombay Government, namely, that the officer should not, at a particular time, be considered deserving of enhanced pay, his immediately preceding service not having been approved, appears to Sir Dennis Fitzpatrick sound enough. It also seems to His Honour that there might be a distinct advantage in having to review, at fixed periods, the service of an educational officer in this light; but he would prefer to leave the stipulation in the agreement open, so as to be applicable not only to the occasions when a special allowance become due, but to any time during the service, when, in the public interest, this should appear desirable.

6. The system of granting personal allowances to the Principals of Colleges and the Senior Inspectors of Schools, in addition to their pay of Rs. 1,000, is approved by the Government of India; and it is considered that two such allowances—one on Rs. 250-50-500, and one on Rs. 200-10-250—should be sufficient for the Punjab, with only seven appointments in all belonging to the European Service. A third allowance on Rs. 250 was recommended by the Punjab Government in the detailed proposals already made; but as the object in view will be sufficiently met by the special allowances proposed for all after fifteen or twenty years' approved service, independently of the offices held, the Lieutenant-Governor does not think it necessary to press the point. I am, however, to observe that the increment of Rs. 10 a year in the lower allowance does not seem of importance in dealing with a salary of Rs. 1,200, and that His Honour would prefer either a fixed Rs. 250, or, if the progressive character of the allowance must be retained, Rs. 0-50-250 to the allowance suggested. It may be noted that, as the higher allowance will ordinarily fall to one already in receipt of the lower, the increase will practically amount to Rs. 0-50-250, and that, if this rate were also adopted for the lower allowance, the two salaries would become the actual equivalents of the existing First and Second Grades, to which the

Lieutenant-Governor sees no objection.

7. In the scheme recommended for the Provincial Service, the Punjab Government included one appointment on Rs. 800 and two on Rs. 650. It appears, however, that Rs. 700 is the highest pay contemplated by the Government of India for this Service; and the substitution of one appointment on Rs. 700 and two on Rs. 600 for the proposal made is suggested in your letter. The Lieutenant-Governor accepts the suggestion, but with some hesitation, as in diminishing the ultimate prospects of locally appointed Professors and Inspectors from Rs. 833  $\frac{1}{3}$  a month (under the two-thirds regulation) to Rs. 700—which is the effect to the limit proposed—the change may be expected to affect somewhat seriously the quality of the men available for the same appointments.

8. In accordance with the decisions and suggestion of the Government of India above considered, it is now proposed that the European Educational Service in the Punjab should include the following seven appointments—The Principalship of the Government College, Lahore; two Professorships in the same College; three Inspectorships of Schools, to be reduced to two as soon as there is a prospect of securing a sufficiency of Native gentlemen of the Province with the necessary qualifications; and the Principalship of the Mayo School of Industrial Art. The Provincial Service will comprise, for the present, the nineteen appointments enumerated in paragraph 2 of this letter. The whole classification is shown in detail in the second statement annexed to this letter.<sup>1</sup>

9. As requested in paragraph 2 of your letter a proposition statement is submitted herewith,<sup>2</sup> from which it will be seen that the changes proposed involve, on the whole, an enhanced expenditure of Rs. 390-2-1 per mensem. The increase is due entirely to the improved terms to be offered to the reduced European Service, which, as a radical part of the reorganisation measure, appears to the Lieutenant-Governor to be unavoidable. An endeavour has been made to effect some reduction in the Provincial Service grades; but these are framed with such close reference to the requirements, that it has not been considered expedient to do more than change one of the previously proposed Rs. 250 grades into Rs. 200. The grade of Rs. 150 is still retained, on the ground, as explained in Mr. Tupper's letter, that efficient Assistant Professors are now available at the beginning figure. The average cost of the five junior appointments in the European Service has been calculated on the varying pay of the first fifteen years' service, as noted in the proposition statement. No account has been taken of the special allowances of Rs. 100 a month at the end of fifteen years' service, as these are not likely to exceed the personal allowances now given, and not included in the Present Scale statement. It may be explained that the

<sup>1</sup>Not included.

<sup>2</sup>Not included.

immediate actual increase of expenditure, on the adoption of the scheme proposed, would not be considerable, as the higher grades in the Provincial Service would only be gradually made available; but the Lieutenant-Governor, whilst desiring that the scheme should be sanctioned, would request that the right be reserved to him of suspending its introduction, wholly or partially, till the financial condition of the Province shall have become favourable.

10. In order that no officer now in the Graded Service may suffer by the reorganisation, the Government of India have decided that every officer now permanently in that Service should be given the option of coming under the new scheme, or of continuing on the Graded List, and obtaining promotion as vacancies occur in it, on the usual terms. In the Punjab, there are four such cases: Mr. T.C. Lewis, Senior Inspector of Schools, on Rs. 1,250, or at the top of the Second Grade, with at present no further prospect, apart from the Directorship, before him; Mr. W. Bell, Principal, Government College, Lahore, in the Second Grade, and now drawing Rs. 1,050; Mr. J. Harvey, Inspector of Schools, at the top of the Third Grade, and drawing Rs. 1,000; and Rai Bahadur Piyare Lal, Inspector of Schools, also at the top of the Third Grade, and drawing Rs. 666-10-8 under the two-thirds limit. It would manifestly be advantageous to all of these officers to accept the new terms. In the case of Rai Bahadur Piyare Lal, unless the two-thirds rule were to continue to hold for all to whom it was applicable in the graded service, the option given would raise his pay, at a leap, to the full Rs. 1,000.

11. As regards the pay to be given to an officer belonging to the Provincial Service, when acting in a vacancy in the European Service, the Lieutenant-Governor is of opinion that the salary on which officiating allowance should be calculated is that of the corresponding appointment in the Provincial Service, and not of the officer causing the vacancy. In the Punjab, it is proposed that the pay of a Provincial Professor or Inspector should begin at Rs. 400 and rise to Rs. 700, giving an average of Rs. 550 a month. This average, Sir Dennis Fitzpatrick considers, should be taken as the unit on which the officiating allowance should be calculated, and might also be made the maximum attainable by an officiating officer. As, however, the adoption of this maximum might result in an officiating officer having a higher pay than the permanent holder of a corresponding office, it would His Honor thinks, be enough to make the minimum of the range the maximum pay of an officiating officer.

I have the honour to be, Sir,

Your most obedient servant,

I.I.C. FANSIIAWE

Officiating Chief Secretary to Government of the Punjab

## DOCUMENT No. 70

*The Officiating Secretary to the Government of India writes to the Secretary to the Government of Punjab, Home Department, to enquire if in the reorganisation of Educational Services, provision should be made for promotion of Provincial Service Officers to the Imperial list.*

No. 360

Simla, the 8th October 1895

**From:** J.P. Hewett, Esq., C.I.E., Officiating Secretary to the Government of India  
**To:** The Secretary to the Government of the Punjab, Home (Education) Department

Sir,

With reference to your letter no. 123, dated 31st January 1894, I am directed to state, for the information of the Government of the Punjab, that the Secretary of State has suggested that the question should be considered whether, in the scheme for the future organisation of the Educational Services, provision should be made for the case of officers of the Provincial Service whom it may be desirable to promote to the Imperial list. It appears from the Punjab Civil List, corrected up to 1st July 1895, that Mr. F.H. Cope, who holds substantively of the "Superior Ungraded Appointments," is sub-pro-tem Inspector of Schools, Lahore Circle, in class IV of the graded service. I am to enquire whether His Honour the Lieutenant-Governor is of opinion that Mr. Cope or any other officer not of the Graded List, should be admitted permanently into the European Educational Service on its constitution, and, if so, to request that the grounds upon which His Honour would recommend their admission, and the terms upon which it should in his opinion, be carried out, may be stated for the consideration of the Government of India.

I have the honour to be, Sir,

Your most obedient servant,

J.P. HEWETT

Offg. Secretary to the Government of India

*Home-Education, A Proceedings, January 1896, no. 18.*

## DOCUMENT No. 71

*The Officiating Secretary to the Chief Commissioner, Central Provinces, forwards to the Secretary to the Government of India a copy of a minute by*

*the Chief Commissioner, in which the latter gives his opinion on the Report of the Public Service Commission.*

No. C-9

Dated Pachmarhi, the 21st April 1888

**From:** F.C. Anderson, Esq., C.S., Officiating Secretary to the Chief Commissioner, Central Provinces

**To:** The Secretary to the Government of India

Sir,

I am directed to acknowledge your letter no. 21-626, dated 16th ultimo,<sup>1</sup> forwarding a copy of the report of the Public Service Commission and asking for an expression of the Chief Commissioner's views of the questions treated therein and as to the extent to which the recommendations made in the Report can be carried out in the Central Provinces.

2. In reply, I am to forward a copy of a minute by the Chief Commissioner in which the matters in question are discussed, and Mr. Mackenzie's opinions on them stated.

Spare copies will follow.

*Home-Public, A Proceedings, October 1888, no. 209.*

## ENCLOSURE

*Extracts from a minute of the Chief Commissioner of the Central Provinces in which he submits his observations upon the Report of the Public Service Commission generally, and with special reference to paragraphs 58-64.*

### Minute

I am invited by the Government of India to submit observations upon the Report of the Public Service Commission generally, and with special reference to certain paragraphs in that report. My opinion is sought on the question of the extent to which the recommendations of the Commission can be carried out in the Central Provinces. Intimation is given that discussion is not to be "re-opened on the various matters connected with the recruitment, by competition or otherwise, of the Civil Service, or the Statutory Civil Service, or on similar matters of principle with which the Commission have had to deal."

14. Coming now to the minor matters upon which the Government of India specially ask for opinion, I note briefly as follows on the paragraphs

<sup>1</sup>See Document no. 25.

of chapter X, to which attention is drawn:

(7) Paragraphs 58-64. My views on the organisation of the Superior Educational Department have been printed by the Commission at page 160 of their Appendices. I would not recruit in England for Inspectorships, unless it be for the Inspectorships of European schools, and then only in the manner proposed in paragraph 59 for specialists. We can find competent Inspectors for district work in the ranks of the Provincial Service or in the Educational Service. I concur in all the other proposals of the Commission regarding the Educational Department.

15. There remains only one of the general suggestions of the Commission to which I would wish very briefly to advert. Chapter VII, paragraph 80: I cannot think it equitable, in filling up the higher appointments now to be excluded from the Schedule of 1861, to have regard only to claims of Covenanted Civilians and other officers who competed or were appointed before 1870. In paragraph 86, chapter VIII, the Commission explains that their recommendations for the creation of a Provincial Service are 'subject to due consideration for the rights of existing incumbents of all classes of appointments which may be affected by its proposals.' Why should not this principle apply in the case of Covenanted incumbents? Every man now in the service was led to enter it on the faith of the practical permanence of the published cadres. The recruitment of the Service has also annually been based upon specified extent by Covenanted Civilians. These principles have been announced and endorsed repeatedly by the Government. Every man in the service has legitimately built upon these assurances. If the promotion of any Civilians now in India is to be injuriously affected by the transfer to a local service of a large section of the appointments to which they had a right to look, the Government of India will find itself in a very unpleasant predicament. Justice to Native claims as yet inchoate does not, I venture to submit, warrant injustice towards European officers brought away from England under what are now to become false allurements. I do not see how any scheme for the immediate or early extension of local agency can be introduced without a further scheme for retiring or absorbing on equitable terms into the Provincial Service a large number of the junior Civilians now in the country. Of course recruitment for the Imperial Service should be at once reduced to suit whatever may be eventually decided to be the future strength of that service. But it ought, I think, to be recognised that the scheme now proposed can only be worked up to slowly, and as the present Covenanted Service dwindles, unless, as I have hinted, special measures be adopted for expediting the process of conversion.

16. I observe that no expression of opinion is asked for in connection with the suggestions affecting the Forest, or the Public Works Department. I therefore volunteer none.

17. Save as is indicated above I concur generally in the proposals and

recommendations of the Commission.

Camp Pachmarhi,  
The 31st March 1888

A. MACKENZIE  
Chief Commissioner, Central Provinces

*Home-Public, A Proceedings*, October 1888, no. 210.

## DOCUMENT No. 72

*The Officiating Secretary to the Chief Commissioner, Central Provinces conveys to the Government of India his government's views on the pay and prospect of the officers to be recruited in the superior branch of the Educational Services, and submits a detailed scheme for the reorganisation of educational services.*

No. 4978

Nagpur, the 21st July 1892

**From:** L.K. Lawrie, Esq., Officiating Secretary to the Chief Commissioner,  
Central Provinces

**To:** The Secretary to the Government of India, Home Department

I am directed to acknowledge receipt of Mr. Hawett's letter no. 132, dated 26th March last,<sup>1</sup> with its enclosures, on the subject of the re-organisation of the Superior Educational Service in these Provinces, and to reply thereto as follows.

2. The Chief Commissioner<sup>2</sup> entirely concurs in the view that it is desirable to offer more attractive prospects in order to secure University men of high attainment for the Superior Educational Service, and that at the same time it is possible to transfer to the Provincial Branch of the Department some of the work which has hitherto been performed by European officers in the graded lists. The number of Inspectorships in these Provinces is at present very small (three only, of which one is non-graded), and the Chief Commissioner is about to submit proposals for the appointment of three Assistant Inspectors and ten more Deputy Inspectors, with the view of meeting the growing needs of the Department, while relieving the European officers of the onerous and more or less mechanical work of examining village primary schools. Had this plan not recommended itself, it would have been necessary to propose an increase in the staff of European Inspectors. As it is, the Chief Commissioner recommends that the non-graded Inspectorship be transferred to the Provincial Service, leaving only two Inspectorships to be recruited from England.

<sup>1</sup>Refer to Document no. 43.

<sup>2</sup>A.P. Macdonnel was the Chief Commissioner of the Central Provinces from 1891 to 1893.

3. With regard to the rates of pay to be offered, the Chief Commissioner is of opinion that the proposed scale (paragraph 5 of the Despatch) of Rs. 500, rising in ten years to Rs. 1,000, should in these Provinces be made applicable to Professors and Inspectors, according to the following scheme:

Professors	Rs. 500-50-750
Inspectors	750-50-1,000

The Professorships in the single Government College in these Provinces (that at Jubbulpore) are not of sufficient importance to demand higher salaries, while it is very desirable that the best men should be obtained for the Inspectorships. When the Inspector General of Education goes on leave, it is usually necessary to appoint an Inspector to act for him, and the interests of the Department suffer if the individual selected is not fully qualified for the post. If a Professor were to exhibit qualifications for the work, it would be possible to promote him to an Inspectorship (as the Secretary of State suggests) upon a vacancy occurring. The Professor who acts as Principal of the Jubbulpore College should receive a special allowance of Rs. 250 a month. In the opinion of the Chief Commissioner these terms ought to be sufficient to attract educational officers of the requisite attainments.

4. The proposal made in paragraph 7 of the Secretary of State's Despatch,<sup>1</sup> that a stipulation that the Government reserves the right to require an educational officer recruited in England to retire on the gratuity or pension appropriate to his length of service (being over five years), if it is deemed to be in public interest that he should so retire, should be included among the terms of educational service, contains, in the Chief Commissioner's opinion, a very necessary safeguard, and he is in favour of its adoption.

5. The detailed scheme for re-organisation of the Superior Educational Service called for in paragraph 4 of the Secretary of State's Despatch is submitted as an appendix to this letter.<sup>2</sup> Advantage has been taken of this opportunity to suggest an improvement in the pay of the Native Professors, and to include the additions to the inspecting staff referred to in paragraph 2 above.

*Home-Education, A Proceedings, August 1893, no. 60.*

## DOCUMENT No. 73

*The Secretary to the Government of India communicates to the Chief Commissioner of the Central Provinces, the decision of the Government of India on certain points regarding the reorganisation of the Educational Services and request for the submission of a Proposition Statement.*

<sup>1</sup>Secretary of State's Despatch no. 9 of 28 January 1892. See Document no. 84.

<sup>2</sup>Not included.

No. 264

Simla, the 22nd August 1893

*From:* C.J. Lyall, Esq., C.S.I., C.I.E., Secretary to the Government of India

*To:* The Chief Commissioner of the Central Provinces

Sir,

I am directed to reply to your letter no. 4978, dated the 21st July 1892, making certain recommendations regarding the proposals of the Secretary of State in his Despatch no. 9 (Public-Educational), dated the 28th January 1892, in connection with the reorganisation of the Educational Services in India.

2. The Government of India find that it is necessary, before submitting the various Provincial schemes of reorganisation to the Secretary of State, to make a further reference to Local Governments and Administrations on certain points. It is also necessary that proposition statements should be carefully prepared by each Local Government, so that the financial effect of the reorganisation may be exactly estimated. I am now to request that a proposition statement may be prepared for the Central Provinces; and, in order to enable this to be done, I am to communicate the decisions contained in the following paragraphs at which the Government of India have arrived.

3. The Governor-General in Council thinks it necessary to convey the caution that the present financial condition is such that proposals for additional expenditure cannot be entertained. It is important that the new arrangements should, if possible, involve no expenditure in excess of that which is now being incurred; and His Excellency in Council hopes that this principle will be borne in mind in preparing the final scheme of reorganisation for the Central Provinces.

4. There are two preliminary matters connected with the reorganisation on which some further explanation is required. The first is the designation of the three services into which the Educational Department is to be divided in future. The Department will consist of (A) the Superior Service, and (B) the Subordinate Service. The Superior Service will consist of two branches, one branch including the posts to be filled by persons recruited in England, which might be called the European Service; and the other including the posts to be filled by persons recruited in India which might be called the Provincial Service. In accordance with the principles which have been adopted for the Judicial and Executive Services and some other Departments the Government of India propose that the three divisions of the Educational Department should be designated (i) the European Educational Service; (ii) the Provincial Educational Service; and (iii) the Subordinate Educational Service. The term "European" has been decided upon instead of the term

"Imperial" which has been adopted in certain other Departments, as the latter would not be suitable for the Educational Service which will be restricted to a particular Province.

5. The second question for determination is where the dividing line should be drawn between the Provincial and Subordinate Services. In paragraph 5 of their Public Despatch no. 17, dated the 25th March 1891<sup>1</sup> (extract forwarded with Home Department letter no. 132, dated the 26th March 1892), the Government of India had proposed that it should be drawn so as to include all appointments on pay of more than Rs. 200 a month in the former service, while all posts on Rs. 200 or less would be classed as subordinate. On full consideration, however, they are inclined to think that the correct principles of demarcation are: (1) that the line between the two services should be drawn rather according to the nature of the offices held than according to pay; (2) that, generally, Professors, Inspectors and Joint and Assistant Inspectors should be included in the Provincial Service; and that Deputy Inspectors, Headmasters of District Schools and officers of lower rank should belong to the Subordinate Service; (3) as regards *other* offices, that those carrying less pay than Rs. 200 a month should not, except for very special reasons, be placed in the Provincial Service; and that, on the other hand, offices on higher pay than Rs. 200 (such as the Senior Deputy Inspectorships in Bengal) may, at the discretion of the Local Government, be classed in the Subordinate Service.

In this connection I am to bring to your notice the distribution of appointments made by the Government of Bengal between the two services,<sup>2</sup> which appears to the Government of India to be a suitable one. The Provincial Service in that Province includes the Professors of Colleges, Principals of Colleges which do not contain any member of the European Service, two Inspectors of Schools, Joint and Assistant Inspectors of Schools, the Inspectress of Female Schools, Headmasters of Collegiate Schools and Training Colleges, Superintendents and Headmasters of Madrasas, the Headmaster of the Kurseong English School, and the Personal Assistant to the Director of Public Instruction. The Subordinate Service includes the Headmasters and Undermasters of Zilla Schools, Deputy Inspectors and Sub-Inspectors of Schools, a few ministerial and other miscellaneous appointments.

I am to request that the list of Provincial Service appointments submitted with your letter under reply may be revised so as to exclude Deputy Inspectors of Schools who should be classed in the Subordinate Service.

6. It is desirable that the same classes of offices should be entered in the same service in each Province. I am to request that the Government of India may be furnished with a list of all the appointments in the Superior

<sup>1</sup>See Document no. 83.

<sup>2</sup>Refer to Document no. 30.

Educational Service showing separately those, (1) in the European Service; (2) in the Provincial Service; and (3) unclassified, i.e., not definitely placed on either of the above lists.

7. Turning now to the financial side of the reorganisation, I am to say that the Government of India have decided that the ordinary rate of pay for Professors and Inspectors recruited in England should be Rs. 500-50-700 a month during their probationary period of five years, and Rs. 750-50-1,000 in their second period, the maximum of Rs. 1,000 being attained at the end of ten years. This will be the general rule, but it must necessarily be left open to the Secretary of State to offer a fixed pay of Rs. 600 a month (the equivalent of Rs. 500-50-700) for the probationary period in special cases or even to offer higher pay, not exceeding Rs. 700, when the services of a competent officer cannot otherwise be secured.

8. The question then arises whether any increase of pay should be given to these officers after they have attained the maximum of Rs. 1,000. In paragraph 6 of his Despatch no. 9 (Public-Educational), dated the 28th January 1892, the Secretary of State asked the Government of India to consider whether higher pay should not be open to a Professor as such. Although the position and prospects of Educational Officers recruited in England will be considerably improved under these proposals, the Government of India are inclined to think that it would be an undesirable arrangement, and one which might possibly create discontent in the service, if a large proportion of its members were to attain the highest pay open to them after ten years' service; for it is probable that some officers will never obtain one of the personal allowances which are to be given only in special cases, while others may only obtain one of them at a much later period of their service than ten years. To meet this difficulty the Bombay Government have proposed<sup>1</sup> that an officer of twenty years' approved service, whose salary does not exceed Rs. 1,000, should be given a special allowance of Rs. 100 a month, and that, if the allowance were refused to him, he should be called upon to retire. The Government of India are inclined to the opinion that the principle of the proposal is a good one; but they would prefer to substitute fifteen years' service for twenty as the period after which the special allowance would be available or the officer might be called upon to retire. I am to invite your opinion both on the proposal of the Bombay Government and on the alternative suggested above. The point should be considered with reference to the Secretary of State's suggestion<sup>2</sup> that a stipulation should be included among the terms of Educational service, reserving to Government the right of retiring an officer of more than five years' service if it is deemed to be in the public interest that he should so retire, though not permanently incapacitated by bodily or mental infirmity.

<sup>1</sup>Refer to Document no. 52.

<sup>2</sup>See the Secretary of State's Despatch no. 9 (Public-Educational) dated 28 January 1892, Paragraph 7.

9. As regards the question how the salaries of Principals of Colleges and the Senior Inspectors are to be fixed, the Government of India are of opinion that the system of granting personal allowances to the holders of these posts should be adopted, and that the allowances should be progressive. Sir A.P. MacDonnell proposed that the Professor who acts as Principal of the Jubbulpore College should receive a special allowance of Rs. 250 a month. The Government of India would prefer that the allowance should be one of Rs. 200-10-250—the rate fixed for other Provinces.

10. With reference to the Secretary of State's suggestion<sup>1</sup> that at least half the Inspectorships should be transferred to the Provincial Service, Sir A.P. MacDonnell proposed that two Inspectors should be recruited in England and one in India. I am to say that the Government of India approve this distribution of appointments between the two services.

11. Upon the question of the transfer of Professors to the office of Inspector, which is noticed in paragraph 6 of the Secretary of State's Despatch of 28th January 1892, the Government of India have come to the conclusion that this is a matter which must be left to the discretion of each Local Government, who will be best able to judge whether a particular Professor should be permanently or temporarily appointed to an Inspectorship.

12. As regards the prospects of existing members of the graded service, the Government of India are of opinion that no officer now in the Graded List should suffer by the reorganisation. The proposed scheme is chiefly designed to better the prospects of Educational officers in the earlier period of service, and much dissatisfaction would be caused if those now in the 3rd and 4th grades were declared ineligible to rise to the two higher grades. The Governor-General in Council has therefore decided that every officer who has been permanently appointed to the Graded List should be given the option of coming under the new scheme, or of continuing on the Graded List and obtaining promotion as vacancies occur on it, subject to the condition that only those considered fit for promotion will get it.

13. The question of the pay to be given to members of the Provincial Educational Service when acting in temporary vacancies in posts ordinarily filled by members of the European Service has only been referred to by three Local Governments, and seems to require further consideration. The Government of India, while reserving a final opinion, are inclined to think that the principle recommended by the Bombay Government, namely, that the salary of a Provincial officer so officiating should be assimilated to that of the Professor or Inspector on the Provincial List (or, in other words, that an officer of the Provincial Service acting in a Professorship or Inspectorship on the European List should draw acting allowance on the salary of a Provincial Professor or Inspector), is the right principle and should be adopted. There would, however, be a difficulty in giving effect to it in cases

<sup>1</sup>Ibid., paragraph 6.

in which all the members of the Provincial Service are graded together and their pay is personal, no definite pay being assigned to Professorship or Inspectorships as such. The Madras Government have proposed<sup>1</sup> that Provincial Service officers officiating for officers of the European Service should receive an extra allowance of Rs. 100 a month. I am to invite your opinion on these proposals.

14. With reference to the detailed scheme of reorganisation recommended by Sir A.P. MacDonnell, I am to say that the pay of Professors and Inspectors to be recruited in England, and the allowances to be given them, will be regulated by the decisions communicated in paragraphs 7 and 9 of this letter. The Principal of the Training School, who, under Sir A.P. MacDonnell's proposals, may be recruited either in England or in India, need not for the present be included either in the European or in the Provincial Service. As regards the Provincial Service, I am to say that the Government of India are of opinion that fixed salaries are more appropriate than progressive ones, but that, as there will be only one Inspector they have no objection to his being granted, as proposed, a pay of Rs. 500-40-700. Sir A.P. MacDonnell's proposals regarding the three Assistant Inspectors have been negatived<sup>2</sup> by the Secretary of State, and the appointments proposed for them should therefore be removed from the list. The Deputy Inspectors should, for the reasons given in paragraph 5 of this letter, be removed to the Subordinate Service. I am to request that the scheme for the reorganisation of the Educational Department in the Central Provinces may be revised on these lines.

15. The Government of India would be glad to receive a reply to this letter and the requisite proposition statement at an early date.

I have the honour to be, Sir,

Your most obedient servant,

C.J. LYALL

Secretary to the Government of India

*Home-Education, A Proceedings, August 1893, no. 73.*

## DOCUMENT No. 74

*The Officiating Secretary to the Chief Commissioner of the Central Provinces submits a Proposition Statement showing the financial effect of the Scheme for the reorganisation of the Educational Service in these Provinces.*

<sup>1</sup>See Madras Government Letter no. 413 of 30 May 1892. Refer to Document no. 44, paragraph 3.

<sup>2</sup>See correspondence ending with the Home Department endorsement no. 230, dated 8 August 1893.

No. 7375

Nagpur, the 9th October 1893

*From:* The Officiating Secretary to the Chief Commissioner, Central Provinces

*To:* The Secretary to the Government of India

Sir,

As desired in your letter no. 264, dated the 22nd August last, a Proposition Statement showing the financial effect of the scheme for the reorganisation of the Educational Service in these Provinces, which was submitted with my letter no. 4978, dated the 21st July 1892,<sup>1</sup> is herewith forwarded. In preparing this statement effect has been given to the orders of the Government of India contained in your letter above quoted, that is to say:

- (1) Deputy Inspectors of School have been transferred to the Subordinate Service (paragraph 5);
- (2) the Superior Service has been divided into two branches: (A) European Educational Service, and (B) Provincial Educational Service (paragraph 4);
- (3) the pay of Professors and Inspectors to be recruited in England has been fixed at Rs. 500-50-1,000 (paragraph 7);
- (4) in the distribution of appointments between the two branches, two Inspectors are shown to be recruited in England and one in India (paragraph 10);
- (5) the allowance to the Principal of the Jubbulpore College has been shown at Rs. 200-10-250 (paragraph 9);
- (6) the proposed appointment of three Assistant Inspectors has been omitted (paragraph 14);
- (7) the pay of the Provincial Service Inspector has been fixed at Rs. 500-40-700 (paragraph 14);
- (8) the appointment of Principal of the Training School has not been included in either the European or the Provincial Service (*ibid.*).

2. The net increase in cost of the scheme as thus modified is Rs. 916-10-8 per mensem, or Rs. 11,000 per annum, but care has been taken to add no item to the cost of the Educational Establishment in these Provinces beyond those absolutely necessary charges which have been sanctioned by the Government of India in your letter under reply.

3. In compliance with the request made in paragraph 6 of your letter, a list of the appointments in the Superior Educational Service, classified according to the reorganisation scheme now re-submitted, is appended.<sup>2</sup>

4. In paragraph 8 of your letter the proposal is made that an increase of

<sup>1</sup>Not included.

<sup>2</sup>Not included.

salary should be given to an Educational officer after 15 years' approved service, with the condition that, if the increase were refused to him, he should be called upon to retire. The officiating Chief Commissioner has little knowledge of the terms on which good Educational officers can be recruited in England, and the decision of the matter must be guided by experience. But he apprehends that few teachers of value will be found ready to give up their prospects in England if the terms of their engagement are not tolerably certain, and that adjustments, which may be useful for relief from bad bargains, may have the effect of disabling Government from getting any good ones. It appears to him to be expedient in the interests of recruitment that an officer who has passed successfully his period of probation, should be secure thereafter from capricious removal. The case will be very rare in which an officer who has done well for five years, will fail in the fifteenth, unless his health gives way; but the possibility of being summarily retired from India at an age when connections in England have grown weak, on the pension of 15 years' service, would *prima facie* be a serious deterrent, if recruitment is to be made among young men of promise.

As the Officiating Chief Commissioner understands Sir A.P. MacDonnell's letter of the 21st July 1892, what was then approved was compulsory retirement, if the probation was unsatisfactory. In this opinion Mr. Woodburn<sup>1</sup> agrees, but he thinks this retirement should be enforced at the end of probation, not at other intermediate stages in an officer's ordinary service.

As regards salary, he considers 20 years to be too long a period without rise, and he would give the increase of Rs. 100 after 15 years' service.

5. With regard to the question raised in paragraph 13 of your letter—as to the allowances of Provincial Service officers officiating for officers of the European Service—I am to say that Mr. Woodburn prefers the alternative suggested by the Madras Government<sup>2</sup>—to give a fixed additional allowance of Rs. 100 a month, as being simple and more satisfactory.

*Home-Education, A Proceedings*, February 1895, no. 44.

## DOCUMENT No. 75

*The Assistant Secretary to the Government of Central Provinces asks the sanction of the Government of India to the change of designation of four Sub-Inspectors to 'Joint Deputy Sub-Inspectors' in view of their independent charge.*

<sup>1</sup>Sir John Woodburn was Chief Commissioner of the Central Provinces from 1893 to 1895.

<sup>2</sup>See their letter no. 11029 of 11 August 1892, *Home-Education, A Proceedings*, August 1893, no. 52.

No. 7385

Nagpur, the 19th October 1894

**From:** C.E.B. Critchley, Esq., Assistant Secretary to the Chief Commissioner,  
Central Provinces

**To:** The Secretary to the Government of India

The increase in the subordinate inspecting staff of the Education Department in the Central Provinces, sanctioned by the Government of India in Home Department letter no. 349, dated the 7th November 1893, included four Sub-Inspectors on Rs. 50 each per mensem. A Sub-Inspector is subordinate to the Deputy Inspector of the District whereas each of the above Sub-Inspectors has been placed in independent charge of a Sub-Division of a District, and is subject to the Education Department and the local authorities in precisely the same way as a Deputy Inspector is. The designation of the four new Sub-Inspectors on Rs. 50 each per mensem was therefore altered under the Chief Commissioner's orders to "Joint Deputy Inspector" so as to distinguish them from Sub-Inspectors who are really employed as such. The Comptroller, however, holds that, as the appointments in question were originally sanctioned by the Government of India as Sub-Inspectors, a similar sanction is necessary to the change of designation. I am therefore directed to ask for this sanction.

*Home-Education, A Proceedings, November 1894, no. 30.*

#### DOCUMENT No. 76

*The Officiating Deputy Secretary to the Government of India conveys to the Chief Commissioner of the Central Provinces the sanction of his Government to the change of designation of the four Sub-Inspectors of Education Department to 'Joint Deputy Inspectors.'*

No. 352

Calcutta, the 19th November 1894

**From:** L.M. Thornton Esq., Officiating Deputy Secretary to the Government of India

**To:** The Chief Commissioner of the Central Provinces

In reply to your letter no. 7385, dated the 19th October 1894, I am directed to convey the sanction of the Government of India to the designation of four Sub-Inspectors of the Education Department in the Central Provinces on Rs. 50 a month (sanction to whose appointment was communicated in the Home Department letter marginally noted\*) being changed to "Joint Deputy Inspector".

\*No. 349, dated the 7th November 1893.

*Home-Education, A Proceedings*, November 1894, no. 31.

### DOCUMENT No. 77

*The Secretary to the Government of India enquires from the Chief Commissioner of the Central Provinces if in the scheme of future organisation of the Educational Services, provision should be made for promotion of the Provincial Service Officers to the Imperial List.*

No. 361

Simla, the 9th October 1895

**From:** J.P. Hewett, Esq., C.I.E., Officiating Secretary to the Government of India

**To:** The Chief Commissioner of the Central Provinces

Sir,

With reference to your letter no. 7375, dated 9th October 1893, I am directed to state, for your information, that the Secretary of State has suggested that the question should be considered whether, in the scheme for the future organisation of the Educational Services, provision should be made for the case of officers of the Provincial Service whom it may be desirable to promote to the Imperial List. It appears from the Civil List for the Central Provinces, corrected up to 1st July 1895, that Mr. A.P. Mitchell, non-graded Inspector of Schools, is officiating as an Inspector in Class III of the graded service. I am to enquire whether you are of opinion that Mr. Mitchell, or any other officer not of the Graded List, should be admitted permanently into the European Educational Service on its constitution, and, if so, to request that the grounds upon which you would recommend their admission, and the terms upon which it should, in your opinion, be carried out, may be stated for the consideration of the Government of India.

I have the honour to be, Sir,

Your most obedient servant,

J.P. HEWETT

Officiating Secretary to the Government of India

*Home-Education, A Proceedings*, January 1896, no. 14.

### DOCUMENT No. 78

*The Chief Commissioner of Assam submits to the Government of India his*

*opinion on the recommendations contained in the report of the Public Service Commission.*

No. 2444

Dated Shillong, the 27th April 1888

**From:** The Secretary to the Chief Commissioner of Assam

**To:** The Secretary to the Government of India

I am directed to acknowledge the receipt of your letter no. 21-629, dated the 16th ultimo, in which you, in effect, request the Chief Commissioner, avoiding as far as possible the discussion of matters of principle, to state the extent to which in his opinion the recommendations of the Public Service Commission can be carried out in Assam. In reply, I am to communicate the following observations on such of the recommendations summed up in the 128th paragraph of the Commission's Report as the Chief Commissioner feels called upon to notice.

14. Subject to the foregoing remarks, the Chief Commissioner fully accepted the scheme of the Commission so far as it affects this Province, and, if it is not presumptuous on his part to do so, he would desire to add that, so far as he has studied their report, he is of opinion that the practical result of their labours is a most happy solution of the very difficult problem set before them.

*Home-Public, A Proceedings, October 1888, no. 213.*

#### DOCUMENT No. 79

*The Secretary to the Chief Commissioner of Assam conveys the willingness of his Government to acquiesce in any course which may commend itself to the Government of Bengal and suggests retention of a European as the head of the Education Department.*

No. 7118-G

Shillong, the 12th August 1892

**From:** The Secretary to the Chief Commissioner of Assam

**To:** The Secretary to the Government of India, Home Department

Sir,

I am directed to acknowledge the receipt of your letter no. 134, dated the 26th March 1892, asking for an expression of the Chief Commissioner's opinion on certain points discussed in paragraphs 4, 5, 6 and 7 of the Despatch from the Secretary of State, no. 9, dated the 28th January 1892,

regarding the mode of recruitment and the conditions of service to be applied in the case of Principalships, Professorships, and Inspectorships in the Education Department.

2. In reply, I am to invite a reference to this office letter no. 5883, dated the 29th September 1886, and to say that in Assam there is only one appointment, that of Head of the Education Department, which belongs to the Superior Educational Service. As regards this appointment, which is borne on the Bengal list, the Chief Commissioner is quite willing to acquiesce in any course of training or conditions of service which may commend themselves to the Government of Bengal, the only points essential from the point of view of this Administration being that a European should be retained at the head of the department in Assam and that the officer selected should have as varied an experience as possible in the several branches of Educational work.

I have the honour to be, Sir,

Your most obedient servant,

F.C. DAUKES

Secretary to the Chief Commissioner of Assam

*Home-Education, A Proceedings, August 1893, no. 62.*

## DOCUMENT No. 80

*The Secretary to the Government of India forwards for the information of the Chief Commissioner of Assam, a copy of the details of the scheme of reorganisation of the Education Department in Bengal, as proposed by the former, so as to enable Assam to adopt the same.*

No. 266

Simla, the 22nd August 1893

*From:* C.J. Lyall, Esq., C.S.I., Secretary to the Government of India  
*To:* The Chief Commissioner of Assam

Sir,

I am directed to reply to your letter no. 7118-G, dated the 12th August 1892, stating, with in his Despatch no. 9 (Public-Educational), dated the 28th January 1892, in connection with the reorganisation of the Educational Service in India, that in Assam there is only one appointment—that of Head of the Education Department—which belongs to the European Service, and that as regards this appointment you are quite willing to acquiesce in any course of training or conditions of service which may commend themselves to the Government of Bengal. The only point to which you give prominence

is that the officer selected should be a European with as varied an experience as possible in the several branches of Educational work.

2. I am to forward, for your information, copy of a letter no. of this date, addressed to the Government of Bengal, showing details of the scheme which the Government of India propose to adopt. It will be seen from paragraph 7, 9 and 10 that provision will be made in the Bengal scheme for the Director of Public Instruction in Assam.

3. With reference to paragraphs 4 and 6 of the enclosed letter to the Bengal Government, the Government of India understand that there will be no Provincial Educational Service in Assam. The Director alone will belong to the European Service; and all other officers in the Department (Deputy Inspectors, Headmasters of District Schools and inferior officers) will be in the Subordinate Service.

I have the honour to be, Sir,

Your most obedient servant,

C.J. LYALL

Secretary to the Government of India

*Home-Education, A Proceedings, August 1893, no. 75*

### DOCUMENT No. 81

*The Resident at Hyderabad expresses his opinion regarding the extent to which the recommendations of the Public Service Commission can be carried out at the Hyderabad Assigned Districts.*

No. 181 G

Dated Hyderabad Residency, the 16th May 1888

*From:* C.S. Forbes, Esq., C.S., Secretary for Berar to the Resident at Hyderabad

*To:* The Secretary to the Government of India

I am directed to acknowledge the receipt of your letter no. 21-630, dated 16th March 1888, in which the opinion of the Resident is solicited regarding the extent to which the recommendations of the Public Service Commission can be carried out in the Hyderabad Assigned Districts.

5. Turning to the proposals relative to the recruiting of the Educational Service, I am to state that this department, in the Hyderabad Assigned Districts, is already an entirely Native service.

Chapter X, paragraphs 55, 59, 61.

*Home-Public, A Proceedings, October 1888, no. 220.*

**SECTION III**  
**Implementation**



## DOCUMENT No. 82

*Regarding the future position and status of several Educational Officers in India, the Secretary of State for India informs the Governor-General of India in Council that no further appointments should be made, save for a fixed period and on a fixed salary.*

No. 39

India Office, London, the 19th March 1891

**From:** The Right Honourable Viscount Cross, G.C.B., Her Majesty's Secretary of State for India

**To:** His Excellency the Most Honourable the Governor-General of India in Council

I transmit, for the information of Your Excellency in Council, copy of Despatch<sup>1</sup> addressed by me to the Government of Bombay, regarding two recent appointments to the Bombay Educational Service.

2. Your Lordship will observe that, pending the result of the consideration by your Government of the recommendations made by the Public Service Commission respecting the future position and status of the several Educational Services in India, I do not think it is advisable that any further appointments should be made to the graded services.

3. The gentlemen named in the margin have been appointed as ungraded officers for five years only, with no furlough or pensionary advantages; and until the Secretary of State has definitely decided, in communication with your Excellency in Council what is to be in future the general position of Educational officers in India, it seems to me that no appointments should be made, save for a fixed period and fixed salary.

1889

Mr. R.L. Jones, Madras

Mr. R.D. Prior, Bombay

Mr. N.L. Hallward, Bengal

Mr. H.R. James, Bengal

1890

Mr. R. McG. Spence, Central Provinces

Mr. T. Denham, Madras

Mr. A.W. Thomson, Bombay

1891

Mr. H.E. Wilkins, Burma

Mr. Homersham Cox, North-Western Provinces

Mr. W.H. Sharp, Bombay

4. The whole question, however, of the position of officers attached to the Educational Department is one of much importance, and I shall be glad to receive at an early date the mature proposals of your Government relating to it.

I have, &c.,  
CROSS

## DOCUMENT No. 83

*The Government of India informs the Secretary of State of the interpretation they placed on the recommendations of the Public Service Commission; raises certain difficulties and foreshadows the distinction between the Provincial and the Subordinate Services.*

No. 17

Calcutta, the 25 March 1891

To: The Right Honourable Viscount Cross, G.C.B., Her Majesty's Secretary of State for India

My Lord,

With reference to the correspondence marginally noted\*, we have now the honour to furnish Your Lordship with the conclusions at which we have arrived after giving full consideration to the views of the Local Governments and Administrations and other authorities, in regard to the recommendations of the Public Commission respecting the following Special Departments, namely:

The Archaeological Survey Department	The Opium Department
The Customs Department	The Pilot Department
The Educational Department	The Police Department
The Forest Department	The Postal Department
The Geological Survey Department	The Registration Department
The Jail Department	The Salt Department
The Meteorological Department	The Survey Department
The Mint (Assay) Department	

\*To Secretary of State no. 58 (Public), dated 9th October 1888.<sup>1</sup>

From Secretary of State no. 104 (Public), dated 12th September 1889.<sup>2</sup>

### Educational Department

4. The recommendations of the Commission as to this Department are contained in paragraph 99 of the report and in paragraphs 58 to 64 of chapter X. Briefly stated, the proposals are (a) that the graded service should be abolished, (b) that the Teaching or Professorial staff should be distinct from the Inspecting staff, (c) that the Professorial staff, reduced in strength by the gradual withdrawal of Government from the management of all colleges except one in each Province, should be recruited in England for terms of years, and (d) that the Inspecting staff should be recruited on terms

<sup>1</sup>See *Home-Public, A Proceedings*, for October 1888, no. 221.

<sup>2</sup>See *Home-Education, A Proceedings*, for October 1889, no. 104.

common to the rest of the Provincial Service, i.e., recruited in India.

5. We are opposed to the proposal that the graded service should be at once abolished, first, because we do not desire either to dispense with the services of the present staff of officers or to compensate them; and, secondly, because it is impossible to say at present what other system we shall substitute for that now in force. The plan of engaging officers for terms of years is, as Your Lordship is aware, being tried, but it is necessary to gain experience of it before we can determine whether it will prove successful, how far re-engagements should be encouraged, and what conditions should be fixed as to pay, leave and pension. While we recognise the advantage of having a succession of fresh men as Professors in some branches of learning, we do not feel assured that the prospect of temporary service in India without claim to leave and pension will be attractive enough to secure Professors of a high standard of competency, and we are not convinced that for the work of Professors in ordinary subjects experience of India is not of still greater importance. Such experience would be essential in the case of Inspectors, and we do not accept the recommendation of the Commission that all Inspectors should be recruited in India, as we do not consider that inspection by native agency alone will be sufficiently thorough. The Government is in all Provinces engaged in handing over the control of education to Municipal Committees and Local Boards, and we have, in our Resolution of 23rd October 1884,<sup>1</sup> on the Education Commission's Report, laid down the principle that "in proportion as the Department withdraws from pushing its own institutions its machinery for inspection will require strengthening. A grant-in-aid system postulates a thorough inspection of all institutions brought under it." For this reason we are in favour of maintaining such a European element in the Inspecting staff as will enable us to test with unfailing accuracy, from time to time, how teaching is being conducted in each part of the country, and thus afford a corrective to the reports of the native agency. We therefore propose that as corrective certain proportion of the Inspecting staff of each Province should continue to be recruited in England, the minimum being fixed by us according to local circumstances.

The question of pay has to be considered (a) in its relation to the officers to be recruited in England, and (b) in its relation to the officers to be recruited in India. So far as the former class is concerned, only experience can show what terms will prove sufficient to induce the class of men required to come temporarily to India, but we are at present disposed to think that a maximum pay of Rs. 1,200 a month ought to suffice for the Principalship of a College, and Rs. 800 a month for a Professorship or an Inspectorship under the new arrangements of temporary contracts.

The pay of the members of the Subordinate Educational Service varies in

<sup>1</sup>See Document no. 3.

different Provinces. It is highest in Bengal, where a maximum of Rs. 500 a month is given. In the North-Western Provinces and the Punjab it does not ordinarily rise over Rs. 300 and Rs. 350, respectively, though special officers draw higher rates. So far as Bengal is concerned, we recommend that two more grades be added, one on Rs. 600 and the other on Rs. 700 a month, for those Professors and Inspectors who are not to be recruited from England. It would be necessary to make a similar addition to the grades in the other Provinces on higher pay than is now given to the senior subordinate officers, and any increase in pay in any Province would have to be covered by the decrease in the salaries resulting from reductions in the graded list. Such an arrangement would suitably provide for the claims of senior officers appointed Inspectors of Schools or Professors of Colleges, and while it would result in the disappearance of the existing difference between the graded and the Subordinate Service, it would be possible to maintain the principle of the Public Service Commission's Report by dividing the new educational services into two classes, the Provincial Service including all appointments above Rs. 200, while all posts on Rs. 200 or under would be treated as subordinate.

*Home-Education, A Proceedings, April 1891, no. 86.*

#### DOCUMENT No. 84

*The Secretary of State clarifies to the Governor-General the recommendations of the Public Service Commission as regards reorganisation of the Educational Service in India, agrees in general with other recommendations of the Governor-General but asks for some more exposition of the policy in different Provinces.*

Public (Educational) No. 9

India Office, London,  
the 28th January 1892

To: His Excellency the most Honourable the Governor-General of India in Council

My Lord Marquis,

In my Despatch no. 104 Public, of the 30th September, I informed your Lordship that I had reserved for a later communication that portion of the letter of your Government, no. 17, dated 25th March which dealt with the recommendations of the Public Service Commission respecting the Educational Department. In considering the proposals which you have made on this subject, I have also had before me the scheme for the reorganisation of the

Educational Department in the North-West Provinces and Oudh,<sup>1</sup> and the statement of the opinion of the Bombay Government as to the recruitment for its Educational Service which were submitted to me with two Despatches<sup>2</sup> of your Government dated 18th August.

2. I understand the purport of the conclusions stated in paragraphs 4 and 5 of your letter of 25th March to be as follows. Your Lordships' Government is not prepared to abolish the graded system at once, both because you do not desire either to dispense with the services of the present staff of graded officers or to compensate them, and because it is impossible to say at present what other system should be substituted. You recognise the advantage of engaging Professors for short-terms in certain cases, but you doubt whether temporary service without claim to leave or pension will attract Professors of high quality. You are not convinced that experience of India is not of greater importance than freshness of knowledge for the work of Professors in ordinary subjects; and you are satisfied that such experience is essential for Inspectors. You consider that part of the inspecting staff should be recruited in England, and presumably for long service. I infer that you contemplate recruitment in England both for continued service and for short-terms. For short-terms you propose a maximum pay of Rs. 1,200 per mensem for a Principal and of Rs. 800 for a Professor or Inspector. You further suggest the division of the present Subordinate Educational Service into a Provincial and a Subordinate Service. In the Provincial Service would be included offices bearing salaries of Rs. 600 and Rs. 700 a month (to be transferred, apparently, from the graded list, which would be proportionately reduced) "for those Professors and Inspectors who are not to be recruited from England."

3. I agree with Your Lordship's Government that the graded system should not be at once abolished. But there appears to have been some misconception of the proposal of the Public Service Commission on this point. In advising the abolition of the graded system the Commission admitted that it must be retained so far as regards existing officers engaged on that system. Nor did the Commission contemplate that there should be no permanence of service in the case of officers recruited in England in future. The intention is explained to be, not that all recruits should be engaged for a short-term and discharged absolutely at the end of it, but that they should be engaged in the first instance for a short-term with a power of re-appointment, which would be exercised if their services are judged to be valuable. The proposal is, in fact, rather a restoration of a part of the long established practice which has fallen into disuse than a radical change of system. Your Lordship is doubtless aware that the written terms of

<sup>1</sup>For the scheme presented by the Government of the North-Western Provinces refer to Document no. 72.

<sup>2</sup>See *Home-Education, A Proceedings*, August 1891, nos. 41-44.

appointment of Educational Officers have almost invariably been for a term of five years only. Since the introduction of the graded system the nature of this engagement has been overlooked. It should in future have definite effect, the five years' term being regarded as probationary, and the future employment of each officer being made dependent on the judgement passed on his services during that term. This will be the ordinary rule. It is possible, however, that for some exceptional cases, such as the lecturerships or chairs described by the Government of Bombay,<sup>1</sup> a simple engagement for a short-term of years, or on other special conditions, may be advantageous.

4. In the other recommendations made in your letter of 25th March I concur generally, but some more definite exposition of your policy seems to me to be required before the subject can be deemed to be exhausted. By Your Lordship's Educational letter of 6th May, no. 9, Home Department, I am referred to paragraphs 4 and 5 of the letter of 25th March, as containing the views of Your Lordship's Government on the important question what is to be in future the general position of Educational Officers in India, on which in my Despatch no. 39 (Educational), of 19th March, I desired to have the mature proposals of your Government. It is probably the intention of Your Lordship to place before me a detailed scheme for each province after the general principles have been settled. I observe, however, that in the scheme for the reorganisation of the Educational Department in the North-West Provinces and Oudh, which was recommended for adoption in your letter no. 231 (Finance and Commerce), of 18th August, the staff is divided into graded and non-graded officers (two Professors recently selected by me in England being shown as non-graded), and not according to recruitment in England and India, respectively, and no definite position is given to a Provincial Service. It is for consideration whether in each provincial scheme there should not be shown the details of Principalships, Professorships, and Inspectorships which are to form the higher staff, and also those which it is proposed now or ultimately to fill by appointing members of the Provincial Educational Service recruited in India. There is the further question of the salaries appropriate for officers of the latter class when holding such posts.

5. Moreover, as the essential part of the graded system, viz., the prospect of continued service, after probation, is to be retained, the question presents itself for consideration, how the conditions of continued service can be cleared of any reasonable objections which have been advanced against the present graded system in the evidence recorded by the Public Service Commission. The general purport of the proposals of that Commission is that the number of officers recruited in England should be diminished, and their standard of quality raised. To secure University men of high attainments, a fairly attractive prospect must be offered; and if cost is

<sup>1</sup>Bombay Governments letter to the Government of India, no. 1396, 7 July 1891. See *ibid.*

reduced by the transfer of some officers from the present graded lists to the Provincial Branch of the Department, somewhat more favourable terms may be conceded to graduates in honours recruited in England. I shall await the result of the further consideration of this subject by Your Lordship's Government, either in the form of general proposals or in that of a detailed scheme for each province separately; but it may save time if I here communicate to you some suggestion of the measures to which I should be prepared to give favourable consideration.

6. The English recruits as a rule are engaged for the probationary term as Professors, and many of them continue to be Professors throughout their service. As, with one exception,<sup>1</sup> the Educational Department of the Indian Provinces are very small; promotion is slow, and the advance from the fourth to the third grade is long deferred, I am inclined to think that the Indian Professoriate would be placed on a better footing if all Professors were allowed to rise in ten years' service to a salary of Rs. 1,000 per mensem. The probationary five years' service would either be passed on a salary of Rs. 500, rising to Rs. 750 by yearly increase of Rs. 50 per mensem, or might carry a fixed salary of Rs. 600 or Rs. 700 per mensem. In the second term of five years the salary would rise from Rs. 750 to Rs. 1,000 per mensem. Whether higher pay should not be open to a Professor as such is a question on which I desire Your Lordship's opinion. There are also the higher salaries of Grades 1 and 2, which should in my opinion, be almost invariably attached to the Principalships of Colleges (and the Senior Inspectorships). It may be found a preferable plan to attach to the office of Principal a special pay of Rs. 250 to Rs. 500 per mensem on account of the extra work and responsibility falling on the Professor who undertakes it. Of the Inspectorships I think that at least one-half should at an early date be transferred to the Educational Provincial Branch. One or two Senior Inspectorships should be held by officers of Indian experience, who would ordinarily be promoted Professors or Headmasters recruited in England. I do not look with favour on the appointment of Professors to officiate as Inspectors, but a permanent transfer from the former to the latter office may sometimes be in the public interest. The position of Headmasters recruited in England has never been very satisfactorily defined, and is of sufficient importance to merit attention in any future reorganisation.

7. There is one other point which requires careful consideration, namely, the best way to deal with Educational Officers who, after some period of continued service, are found to be useless and inefficient, though not absolutely incapacitated by ill-health. In the five years' agreements hitherto executed by English recruits power is reserved to the Government to discharge the officer at six months' notice, and it seems to be understood

<sup>1</sup>The one exception was Bengal, which kept the largest education department in the country.

that this condition extends to subsequent service, though I believe it has never been enforced. Educational Officers recruited in England serve under the ordinary "Uncovenanted" rules as to pension, and are therefore eligible on medical certificate, after less than ten years' service, to gratuities, and after ten years of completed service and upwards to pensions proportionate to the years of completed service. It is a question for careful consideration whether among the terms of Educational Service should not be included a stipulation that the Government reserves the right to require an Educational Officer recruited in England to retire on the gratuity or pension appropriate to his length of service (being over five years), if it is deemed to be to the public interest that he should so retire, though not declared permanently incapacitated by bodily or mental infirmity.

8. I request the careful attention of Your Lordship's Government to these suggestions, in the conviction that no duty of the State is of greater importance than the introduction from England into India of a teaching agency of the highest quality and character.<sup>1</sup> The conditions of service communicated to candidates for the Educational Department, and the form of agreement which they execute, will have to be recast after conclusions have been reached on the questions which I have raised in this Despatch. Any conditions of continued service after the term of probation which may be finally sanctioned will of course be extended to those gentlemen who, while the future position of Educational Officers has been under discussion with Your Excellency's Council, have, in the words of my Despatch no. 39 (Educational), of 19th March,<sup>2</sup> been appointed as ungraded officers for five years only, with no furlough or pension advantages.

I have the honour to be, My Lord Marquis,

Your Lordship's most obedient, humble servant,  
CROSS

*Home-Education, A Proceedings*, March 1892, nos. 67-69.

## DOCUMENT No. 85

*The Secretary of State while sanctioning the appointment of Mr. J. Oliver as the Inspector of School on a fixed salary, asks the Government of India if it*

<sup>1</sup>Since the Educational Service did not attract the best men, the aim was how to secure teachers of highest quality and character. "Successes like Edwin Arnold were accidental rather than intentional and the Service as a whole was weighted down by officialdom in its direction and mediocrity engaged for cheapness in its member". As Percival Spear observes: "Indo-European scholars continued to come from Service rather than the educational class in the persons like Elliot, William Irvine, Vincent Smith and Beveridge." See *Oxford History of India, 1740-1947*, p. 276.

<sup>2</sup>Refer to Document no. 97.

*was necessary to make provision for the officers of the Provincial Service for promotion to the Imperial List.*

No. 41

India Office, London the 26th June 1895

*From:* The Right Honourable Henry H. Fowler, Her Majesty's Secretary of State for India

*To:* His Excellency the Right Honourable the Governor-General of India in Council

I forward, for the information of your Excellency's Government, a copy of a Despatch<sup>1</sup> which I have addressed to the Government of Bombay in regard to the case of Mr. J. Oliver, which formed the subject of a correspondence in India earlier in the year.

2. Mr. Oliver belongs to the ungraded service of the Educational Department, and although I am willing to allow him to be appointed to be an Inspector of Schools on a fixed salary, I am of opinion that no addition should be made even temporarily to the graded list.

3. In your scheme for the future organisation of the Department, it will be necessary to consider whether provision should be made for the case of officers of the Provincial Service whom it may be desirable to promote to the Imperial list; but, as far as Mr. J. Oliver is concerned he may now be regarded as an Imperial officer, appointed with my sanction, and Your Excellency in Council may admit him to the benefit of any progressive salary which may be sanctioned for officers on the Imperial list upon their re-engagement.

*Home-Education, A Proceedings, January 1896, no. 7.*

## DOCUMENT No. 86

*The Government of India, Finance and Commerce Department submits a comprehensive scheme for the reorganisation of Educational Services in various Provinces of British India with full financial implication of the scheme worked out for each of the Provinces.*

No. 351

Calcutta, the 11th December 1895

*To:* The Right Honourable Lord George Francis Hamilton,<sup>2</sup> Her Majesty's Secretary of State for India

<sup>1</sup>See *Home-Education, A Proceedings*, October 1895, nos 7-9.

<sup>2</sup>Lord George Francis Hamilton was the Secretary of State for India from 1895 to 1903. He was Under-Secretary of State from 1874 to 1878. In 1894-95 he served as Chairman of Local School Board.

My Lord,

We have now the honour to reply to Lord Cross' Despatch no. 9 (Public-Educational), dated the 28th January 1892, regarding the reorganisation of the Educational Services in India. We regret that the necessity for twice referring to Local Governments and Administrations which will be apparent from the papers referred to in the annexed list, and the protracted correspondence with the Government of Bengal on certain matters of detail, have so considerably delayed this reply; but we preferred that the scheme put forward should, as far as possible, be complete. We would observe at the outset that, in requesting Local Governments and Administration to submit Proposition Statements showing the effect of the reorganisation in each Province, we impressed upon them the necessity of keeping strictly within the limits of existing expenditure so far as that was compatible with the adoption of the new scheme. It is to be understood, therefore, in those instances in which the proposed scale exceeds the present, that the additional expenditure is essential to the reorganisation. We proceed to notice the more important features of the scheme.

2. It will be observed that the reorganisation will affect only the Educational Departments in Madras, Bombay, Bengal, the North-Western Provinces and Oudh, the Punjab and the Central Provinces. In Burma there are in the service of Government no Principals or Professors of Colleges: and the Government of India accepted the Officiating Chief Commissioner's view that the province was not ready for the constitution of a Provincial Educational Service. It was agreed also that the Inspectorships of Schools in Burma must be filled by recruitment in England: and that they should be filled in future on conditions similar to those on which officers will be recruited for the European Educational Service generally. There is, therefore, no proposal for a general reorganisation of the Service in Burma. In Assam the Director of Public Instruction alone will be in the European Service; and this officer, who is on the Bengal Establishment, will be recruited for by the Government of Bengal. There will be no Provincial Service in Assam since all the Educational Officers, except the Director, fall in the Subordinate Service. The Inspector of Schools for Coorg belongs to the Madras Educational Department, and the question of the recruitment and pay of future incumbents of the post of Headmaster of the Mercara Central School need not be considered until the time comes for the appointment of the next officer. We accept the opinion of the Resident at Hyderabad that the Educational Department in Berar may with advantage be left upon its present footing.

3. The first question for decision is the designation to be given to the three Services of which the Educational Department will consist in future. In accordance with the principles which have been adopted for the Judicial

and Executive Services and some other Departments, the Educational Department should, we think, be divided broadly into (A) the Superior Service, and (B) the Subordinate Service. The former should consist of two branches, one including all posts to be filled by persons appointed in England, which we propose to call "the European Educational Service"; and the other including all posts to be filled by recruitment in India, which we propose to name "the Provincial Educational Service." We have selected these terms after much deliberation with the object of recognising facts. We prefer the term "European" to the term "Imperial", which has been adopted in certain other Departments, as the latter would not be suitable for an Educational Service which is restricted to a particular province.

4. It is necessary next to decide where the dividing line should be drawn between the Superior (Provincial) and Subordinate Services. In paragraph 5 of the Despatch of Lord Landsdowne's Government, no. 17 (Public), dated the 25th March 1891, it was proposed that the line should be drawn so as to include in the former service all appointments on pay of more than Rs. 200 a month, and in the latter service all appointments of less value. On further consideration, however, we are of opinion that the correct principles of demarcation are—

- (1) that the line between the two Services should be drawn rather according to the nature of office held than according to pay;
- (2) that, generally, Professors, Inspectors and Joint and Assistant Inspectors should be included in the Provincial Service; and that Deputy Inspectors, Headmasters of District Schools and officers of lower rank should be classed in the Subordinate Service;
- (3) as regards *other* offices, that those carrying less pay than Rs. 200 a month should not, except for very special reasons, be placed in the Provincial Service; and that, on the other hand, offices on higher pay than Rs. 200 (such as the senior Deputy Inspectorships in Bengal) may, at the discretion of the Local Government, be classed in the Subordinate Service.

It will be perceived that under these principles it is impossible to accept the proposal of the Government of Bombay (vide paragraph 11 of their letter no. 417, dated 23rd February 1894) that Deputy Educational Inspectors and Headmasters of High Schools should be included in the Provincial Service. The appointment of Deputy Inspector in Bombay does not, as stated by the Bombay Government, correspond to those of Assistant and Joint Inspectors in Bengal, for while the jurisdiction of the latter officers extends through several districts and is really conterminous with the jurisdiction of the Commissioner of a Division, the duties of a Deputy Inspector in Bombay, as in Bengal, are confined to a single district. If,

therefore, the Deputy Inspector in Bengal should properly be classed in the Subordinate Service, so should the Deputy Educational Inspector in Bombay. Similarly, Headmasters of High Schools in Bombay are not comparable with Headmasters of Collegiate Schools in Bengal. The Headmasters of High (i.e., Zilla or District) Schools in Bombay are neither better paid nor of better social or educational status than Headmasters of Zilla Schools in Bengal, who are included in the Subordinate Service. We are prepared to agree to the Headmasters of certain Collegiate Schools in Bombay, viz., the Elphinstone, Poona, Ahmedabad and Karachi High Schools, being entered in the Provincial Service, but we find it impossible to go further. The Local Government will be informed of this decision when Your Lordship's orders on the whole scheme have been received, and the list of appointments in the Bombay Provincial Service now forwarded by us will be subject to modification on this account. All the Deputy Inspectorships have been removed from the Provincial list. We have accepted the view of the Government of Madras that in that Presidency the Provincial Service may be organised by grades, on the basis of pay, since in the result the line between the Provincial and Subordinate Services is much the same as that drawn elsewhere. The Government of the North-Western Provinces and Oudh has included in its Provincial list four Headmasterships of District Schools on Rs. 400 a month and two Headmasterships on Rs. 350 a month. It is stated that the District Schools are ordinary High Schools, teaching up to the Entrance Examination, and that the present Headmasters are with few or no exceptions graduates of a University. The six appointments mentioned constitute the two highest grades. We agree to the retention of these six appointments in the Provincial Service on the understanding that the schools to which these officers are appointed are of the Collegiate class. We have removed the Registrar, Education Department, Punjab, from the Provincial to the Subordinate Service, as we do not consider the status of this officer to be such as to justify his retention in the former service.

In other respects the Provincial schemes now submitted adhere generally to the principles enunciated above, but in Bengal and the Punjab we have permitted the inclusion of the grade of Rs. 150 in the Provincial Service as it is represented that efficient men can be obtained on that initial salary. The maximum salary has, however, everywhere been fixed at Rs. 700 a month. As will be seen from our Home Secretary's letter no. 118, dated 22nd February 1895,<sup>1</sup> we have acquiesced in the repeated recommendation of the Government of Bengal that a certain number of Deputy Inspectors, Masters, etc., at present in Government employ, should be included in the Provincial Service list in Bengal on personal grounds, the concession not extending to their successors in office. We append a list<sup>2</sup> showing the appointments to be

<sup>1</sup>See Document no. 41.

<sup>2</sup>Not included.

included in the European and Provincial Services, respectively, of the several Provinces affected by the reorganisation.

5. Turning to the financial aspect of the reorganisation, we entirely concur in the opinion expressed in paragraph 6 of Lord Cross' Despatch of 28th January 1892 that the prospects of Professors recruited in England during their earlier years of service should be improved. We have accordingly decided to accept for officers of the European Service the scale of pay there suggested, namely, that during the probationary period of five years the salary should be Rs. 500-50-700 a month, it being open to the Secretary of State to offer a fixed pay of Rs. 600, or even Rs. 700, in special cases when the services of a competent officer cannot otherwise be secured; and that, in the second period, the salary should rise from Rs. 750 to Rs. 1,000, the maximum being attained at the end of ten years. This will be the general rule, but in the exceptional cases (e.g., the Superintendentship of the School of Arts, Calcutta) it may be necessary to appoint persons with special qualifications on higher rates of pay. There are also several appointments included in the European Service list, because they will have to be recruited for in England as a rule, but these appointments will carry special salaries and the holders of them will not, as a matter of course, be eligible for the pay of Rs. 500 rising to Rs. 1,000, which will be reserved for Professors, Inspectors and Principals.

6. As regards the question whether higher salary should be open to a Professor as such, which was specifically raised in paragraph 6 of Lord Cross' Despatch of 28th January 1892, we were inclined to think that, although, as observed above, the position and the prospects of Educational officers will be considerably improved in the earlier years of their service, yet it might be undesirable, as being likely to create discontent in the Department, if a large proportion of its members were to attain after ten years the highest pay open to them. In this view it seemed to us that it might be desirable to adopt such a proposal as that put forward by the Government of Bombay,<sup>1</sup> namely, that an officer of 20 years' approved service, whose total salary did not exceed Rs. 1,000, should be given a special allowance of Rs. 100 a month, and that, if the allowance were refused to him, he should be called upon to retire. We accordingly invited the opinion of Local Governments and Administrations on a modification of the Bombay Government's proposal whereby 15 years' service was substituted for 20 as the period after which the special allowance might be given, or the officer called upon to retire; and we asked that this modified proposal should be considered with reference to the suggestion in Lord Cross' Despatch that a stipulation should be included among the terms of Educational Service, reserving to Government the right of requiring an officer of more than five

<sup>1</sup>Bombay Government's letter no. 1725 of 13 August 1892. See Document no. 61, paragraph 7.

years' service to retire if it were deemed to be in the public interest that he should so retire though not permanently incapacitated by bodily or mental infirmity. Of the Local Governments consulted, the Chief Commissioner of the Central Provinces alone opposed the enforcement of the condition that an officer should be required to retire from the service if the special allowance were refused to him. But on a further consideration of the matter, we have concluded that it would be inexpedient to reserve and to notify this power of compulsory retirement. When such a power is not found necessary in other Departments, it cannot be said to be indispensable in the Education Department, and it would probably injure the popularity of the service to expressly warn recruits that they are liable to be required to retire on a small pension at a comparatively early age. We recommend, therefore, that the special allowance of Rs. 100 per mensem should be given after 15 years' service to meritorious officers who are not drawing a personal allowance, without prescribing any rule for the compulsory retirement of those to whom the special allowance is not given.

7. We have adopted the plan suggested by Lord Cross of attaching personal allowances to the office of Principal and Senior Inspector of Schools. We think that there should be two grades of allowances of Rs. 250-50-500 and Rs. 200-10-250 a month, respectively, so as to correspond to some extent with the higher rates of pay in the present Graded List, which will be supplanted by the new system. We are of opinion that the allowances should be strictly *personal*, within the meaning of the Civil Service Regulations, i.e., that they should be held continuously by officers whether on duty or on leave, and not be given to those who act for them during their absence. We recommend the following scale of allowances for the several Provinces:

*Madras*—(a) Two allowances of Rs. 250-50-500 a month, to be given to the Principal, Presidency College, and the Senior Inspector of Schools; and (b) two allowances of Rs. 200-10-250, to be given, respectively to the Principals of the Rajahmundry and Kumbakonam Colleges. It will be open to the Government of Madras, however, to give one of the lower allowances to an Inspector of longstanding and approved service if his claims to it are considered superior to those of one of the Principals.

*Bombay*—(b) Two allowances of Rs. 250-50-500 a month, to be given to the Senior Principal and the Senior Inspector; and (b) three allowances of Rs. 200-10-250 a month, to be given to the remaining two Principals of Colleges, and the second Senior Inspector.

*Bengal*—(a) Two allowances of Rs. 250-50-500 a month; and (b) three allowances of Rs. 200-10-250 a month. The allowances will be open to two Senior Professors only at the Presidency College, Calcutta, and to Principals of Colleges and Inspectors of Schools generally, the rule being that they should be given to the senior (or most deserving) men and should not be

treated as staff allowances attached to certain offices.

*North-Western Provinces and Oudh*—(a) One allowance of Rs. 250-50-500 a month; and (b) two allowances of Rs. 200-10-250 a month, to be distributed as His Honour the Lieutenant-Governor and Chief Commissioner may think best.

*Punjab*—(a) One allowance of Rs. 250-50-500 a month, to be given ordinarily to the senior of the two officers holding the appointments of Principal of the Lahore Government College and Senior Inspector of Schools; and (b) one allowance of Rs. 200-10-250 a month, to be given ordinarily to the junior of the officers holding the above mentioned appointments.

*Central Provinces*—One allowance of Rs. 200-10-250 a month, to be given to the Principal of the Jubbulpore College.

8. In paragraph 6 of the Despatch of 28th January 1892, Lord Cross expressed the opinion that at least one half of the Inspectorship should at an early date be transferred to the provincial branch of the Educational Service. We have considered this question in consultation with Local Governments, and have decided upon the following distribution of Inspectorships between the European and Provincial Services in each Province.

*Madras*—Two Inspectors to be recruited in England and two in India.

*Bombay*—Three Inspectors to be recruited in England and one in India. It will be observed from paragraph 6 of the letter from the Government of Bombay, no. 1725, dated the 13th August 1892, that two of the Inspectors inspect the large European or Indo-European Schools in the Presidency town and in Poona for boys and girls, for which institutions it is essential, in view of the curriculum and other circumstances, that there should be European supervision. The Province of Sindh, with its numerous Muhammadan institutions, also requires European inspection, as the strong antagonism of race and religion which prevails in that Province would render it very difficult for a Native Inspector to control the Educational Department so far removed from the personal influence of the Director of Public Instruction. For these reasons we entirely concur in the view of the Bombay Government that it is not possible to transfer more than one Inspectorship to the Provincial list.

*Bengal*—Four Inspectors (including the Inspector of European Schools) to be recruited in England, and four Inspectors (one being a Joint Inspector for Orissa) to be recruited in India. It will be seen from the papers cited in the annexed list that we have been unable to accept the proposals of the Government of Bengal in this matter. The Local Government had recommended that there should be two Inspectors (excluding the Inspector of European Schools, whom it was originally proposed to include in the Provincial Service) recruited in England, and three Inspectors (including the Joint Inspector for Orissa) recruited in India. We are, however, strongly of

opinion that this staff is not sufficient to secure the thorough inspection of schools in Bengal. At present most of the Inspectors cannot visit all their districts in any single year, and a division is inspected fully every other year and incompletely in the intermediate years. In three out of the four circles which the Bengal Government proposed to maintain, even if an Inspector's work were restricted to inspecting secondary schools, he would have to inspect on an average nearly two schools a day (Sundays included). But an Inspector's work is not confined to the inspection of Secondary Schools. He is an administrator, he has office work, and it is necessary that he should keep himself informed of progress made in Collegiate and Primary Education. The operations of the Education Department in Bengal extend over an area of 165,930 square miles containing 73,043,697 inhabitants, and include the supervision of 67,217 schools, public and private, of which 2,463 are secondary. The system of teaching in schools, the subjects taught, the books used, the discipline maintained, and the practices of masters and scholars, require close attention and supervision at the hands of superior officers of the Department. For the adequate performance of these duties we are convinced that the inspecting staff recommended by us is the lowest possible.

*North-Western Provinces and Oudh*—Three Inspectors to be recruited in England and two in India. Sir Auckland Colvin<sup>1</sup> had proposed that two of these officers should be included in the European Service, and three in the Provincial; but we consider that at least three of them should belong to the former service, since one will be required for the inspection of European schools, and two Inspectors will be too small a number from which to make the selection of a Director of Public Instruction. In its letter no. 581, dated the 25th October 1893,<sup>2</sup> the Local Government has repeated the proposal previously made; but as the main reason here urged is the necessity for meeting the expectations of three officers of advancement in the Provincial Service, and as one of them (Mr. Budden) has already been provided for by his appointment to the European Service, there is no longer any ground for including, even temporarily three Inspectorships in the Provincial Service.

*Punjab*—Three Inspectors to be recruited in England and two in India. A third Inspectorship will be transferred to the Provincial Service as soon as there is a prospect of securing a sufficiency of Native gentlemen of the Province with the necessary qualifications; but the Government of the Punjab is of opinion that this cannot be done at present with due regard to the full efficiency of the Service.

9. The idea of appointing Professors to officiate as Inspectors was not favoured by Lord Cross, but he was of opinion that a permanent transfer

<sup>1</sup>Auckland Colvin was the Lieutenant-Governor of North-Western Provinces and Oudh from 1887 to 1892.

<sup>2</sup>See Document no. 78.

from the former to the latter class might sometimes be in the public interest. We have consulted Local Governments on this question, and we think that it is a matter in which full discretion must be allowed to them, as they are in the best position to judge when such transfers are desirable or necessary.

10. It was observed in paragraph 6 of Lord Cross' Despatch of 28th January 1892 that the position of Headmasters recruited in England had never been very satisfactorily defined, but that it was of sufficient importance to merit attention in any future reorganisation. Headmasters appointed in England are to be found only in the Bombay Educational Service, and the Local Government propose that three Headmasterships should be recruited for in England, that a pay of Rs. 500-50-750 a month be assigned to each, and that the holders of them should be eligible for vacancies among the Inspectorships reserved for the European Service. We approve these proposals and recommend them for Your Lordship's sanction.

It will be necessary also to recruit for another Headmastership in England, namely, the Headmastership of the Central Model School in the Punjab; but this will be a special appointment, carrying a salary of Rs. 400 a month.

11. The question of the leave and pension rules to be applied to Educational officers appointed in England has already been settled in the correspondence ending with Your Lordship's Despatch no. 59, dated the 11th April 1895. All such officers will be eligible for the more favourable leave rules contained in chapter XIII of the Civil Service Regulations; but their pensions will be regulated by the ordinary superior service pension rules in chapters XVIII and XIX modified by the concession of adding in certain cases three years to their qualifying service allowed by Article 441, and the concession admitted to Directors of Public Instruction, by the Despatch of 11th April 1895 referred to above, of an additional pension of Rs. 1,000 a year, provided they have satisfied certain conditions. The probationary service of officers whose services have been continued beyond the probationary period, as well as the previous service of those who have been engaged, in the first instance, on temporary contracts without leave or pension advantages, but have been subsequently confirmed, will, as observed in paragraph 8 of the Despatch of 28th January 1892, reckon both towards leave and pension, and we recommend that such service should also count for increments under the new scheme.

In this connection we would refer to the application from the Madras Government<sup>1</sup> for the immediate admission of Mrs. Brander and Miss Carr, Inspectresses of Schools in that Presidency, to the favourable leave rules in chapter XIII, Civil Service Regulations. We have accepted the Local Government's opinion that these posts should for the present be included in the list of appointments to be recruited in England, as in the present state of

<sup>1</sup>See their letter no. 651 of 2 August 1895. Refer to Document no. 56.

female education it will not be possible to fill them by recruitment in India. We accordingly recommend that so long as the posts are held by ladies appointed in England, the holders should be entitled to the more favourable leave rules.

12. It is necessary here to refer to the question of the treatment of existing members of the graded service. We are of opinion that no officer now in the service should suffer by the reorganisation, and for this reason it will not be possible to abolish the graded service at once, as much dissatisfaction would doubtless be caused if those now in the 3rd and 4th grades were declared ineligible to rise to the two higher grades. We therefore propose to allow every European officer who has been permanently appointed to the Graded List the option of coming under the new scheme or of continuing on the Graded List and obtaining promotion as vacancies occur in it, subject to the condition that only those considered fit for promotion will get it. Native officers of this service, most of whom are drawing two-thirds of the salary of European officers, will be given the choice between continuing in the graded service under the two-thirds rule, and entering the Provincial Service. Such cases are those of Mr. Venis of the North-Western Provinces and Oudh Educational Service, and Messrs. Percival, P.B. Mukerjea, R.P. Mukerjea and J.C. Bose of the Bengal Service, regarding whom the Local Governments concerned have already been addressed. Another is that of Rai Bahadur Piyari Lal of the Punjab Service, whose position with reference to the reorganisation will be necessary to explain to the Punjab Government. We agree with the Government of Bombay in thinking that the principle that existing members should in no case suffer by the reorganisation should be equally applicable to the Provincial Service.

13. Connected with the question of the treatment of Native officers at present in the graded service is the question of the position of Natives of India who may in future be appointed in England to the Educational Service. The Government of Bombay have recommended (paragraph 2 of their letter no. 1725, dated the 13th August 1892) that if any Native of India is recruited for the Imperial (European) branch by the Secretary of State in England, he should be eligible for all the advantages attached to that Service, just as a member of the Indian Civil Service is entitled to enjoy the salary and prospects of that Service irrespective of nationality. It seems to us, however, that the analogy suggested by the Bombay Government does not hold. The Indian Civil Service is recruited by open competition, and it is impossible to refuse to a successful candidate the advantages offered to all competitors, because he is a Native of India. The system of selection for the Educational Service is quite different; and we are of opinion that Native candidates in England for employment in that Service, who possess European degrees, should ordinarily, as has been done in the past, be

referred to the authorities in this country for appointment, since a well-qualified candidate of this kind is certain to be welcomed for any vacancy which he may be suited to fill. There may, however, be exceptional cases in which the Secretary of State may consider it desirable in the public interests to appoint in England a Native of India, and, in such cases, we consider that the full pay admissible to European officers should be granted also to them.

14. The question of the pay to be given to members of the Provincial Service when acting in temporary vacancies in posts ordinarily filled by members of the European Service, remains to be referred to. Various proposals have been made by Local Governments, and we were at first inclined to think that the principle involved in the suggestion of the Government of Bombay, that the salary of the Provincial officer so officiating should be assimilated to that of the Professor or Inspector on the Provincial list (or, in other words, that an officer of the Provincial Service acting in a Professorship or Inspectorship on the European list should draw acting allowance on the salary of a Provincial Professor or Inspector), was the right principle. It appears, however, that the adoption of this principle would lead to certain complications, and the majority of the Local Governments to whom we referred the question are in favour of the proposal of the Government of Madras that Provincial officers acting for officers on the European list should receive a uniform allowance of Rs. 100 a month in all cases. We recommend that this proposal may be sanctioned, subject to the proviso that the salary of the acting incumbent shall not be higher than the pay of the officer for whom he acts.

15. Passing finally to the details of each Provincial scheme, it will be observed that the office of Director of Public Instruction has been excluded from the lists, but Local Governments and Administrations have been informed that the omission of the post from the lists should not interfere with the principle that, *caeteris paribus*, the appointment is to be given to a member of the Educational Service. In the Madras Presidency and in the North-Western Provinces and Oudh, however, the post is included in the cadre of the Indian Civil Service. As we have recommended that the position of Art Schools in India should remain unchanged for the present, the Principalships of these schools have been included in the European Service lists, except in the Punjab, where the Local Government has decided that the appointment should not be recruited for in England as will be seen from our Despatch no. 13, dated the 23rd October 1895.

We have had proposition statements prepared for each of the Provinces affected by the reorganisation.<sup>1</sup> These statements have been drawn upon a uniform basis and represent in most cases, the financial effect of the reorganisation more accurately than the statements submitted by Local Governments.

<sup>1</sup>Not included.

16. *Madras*—In the Madras European Educational Service there will be in all (including 3 supernumeraries costing Rs. 2,000 a month) 22 appointments, the cost of which will be Rs. 16,893-5-4 a month. There will be 14 regular appointments on Rs. 500-1,000; and the remaining 5 appointments (i.e., excluding 3 supernumeraries) will be those of the Senior and Junior Inspectress of Schools, the Vice-Principals of the Teacher's College and the College of Agriculture, and the Superintendent of the Presidency Training School for Mistresses. We agree with the Madras Government that these 5 appointments should, for the present at all events, be recruited for in England. The pay of the Senior Inspectress of Schools (Rs. 500-20-600) and of the Vice-Principal, Teachers' College (Rs. 400-20-500), will remain unchanged. But it is proposed to raise the pay of the Junior Inspectress of Schools from Rs. 400-500 to 450-500, and to lower that of the Superintendent, Presidency Training School for Mistresses (the present incumbent receives Rs. 350 only by agreement), from Rs. 400-20-500 to Rs. 350-10-450 a month, so as to make it worth the latter's while to take up the former appointment whenever this may become necessary. It is also proposed to reduce the pay of the Vice-Principal College of Agriculture, from Rs. 500-25-750 to Rs. 400-20-500 (the pay of the Vice-Principal of the Teachers' College). We accept these proposals and recommend them for Your Lordship's sanction. We have also accepted the view of the Madras Government that the post of Principal of the Law College should be removed altogether from the cadre of the Educational Service, as it is not strictly an educational appointment. It will be observed that the proposals of the Madras Government in regard to the European Service will effect a saving of Rs. 1,356-10-8 a month, which will be increased, on the absorption of the 3 supernumeraries referred to above, to Rs. 3,356-10-8 a month. The supernumeraries are 2 Inspectors and 1 Professor, whom it has been proposed to transfer to the Provincial list, but who may elect to continue on the European list under the option to be given them.

In the Madras Provincial Service there will be 35 appointments, costing Rs. 12,850 a month, as compared with 30 appointments at present, costing Rs. 9,756-10-8 a month. There will be thus be an increase, on the Provincial Service alone, of Rs. 3,093-5-4 a month; but 2 appointments on Rs. 700 and 1 on Rs. 600 will not be given effect to until the 3 supernumeraries, costing Rs. 2,000 in the European Service, have been absorbed. The ultimate financial effect will be a decrease of Rs. 3,356-10-8 a month in the European Service, and an increase of Rs. 3,093-5-4 in the Provincial Service, or in the case of the 2 services together a decrease of Rs. 263-5-4 a month, as shown in the proposition statement.

17. *Bombay*—In the Bombay European service there will be, as at present 21 appointments, but the cost will be reduced from Rs. 17,300 to Rs. 17,166-10-8. The service will consist of 3 Principals of Colleges (the

Elphinstone and Decan Colleges and the College of Science, Poona), 8 Professors, 3 Inspectors of Schools, or 14 regular appointments in all—3 Head Masters of Schools, the Principal and Vice-Principal of the Sir Jamsetjee Jeejeebhoy School of Art, and the Lady Superintendents of the Poona and Ahmedabad Female Training Colleges. We were at first inclined to think that the Vice-Principalship of the School of Art should, like the similar appointments at Madras, be included in the Provincial Service; but, as the Bombay Government represent the want of duly qualified Natives to fill the post, we have no objection to its remaining on the European Service list. The Local Government have suggested that, as the future of the Poona and Ahmedabad Female Training College is to some extent uncertain, the posts of Lady Superintendent of these institutions should, for the present, be excluded both from the European and Provincial Service lists. We do not, however, consider this a sufficient reason for omitting the appointments from the cadre of the Educational Service, and as their being on the European Service list merely indicates that they are recruited for in England and does not bind the Local Government to recruit for them there if it is considered unnecessary to do so, we prefer that they should be borne on that list. The Bombay Government have asked that the saving referred to above may be distributed over the European Service; but we see no reason why this should be done, and the saving eventually shown by the proposals regarding this service is small. With reference to the list of unclassified appointments submitted with the letter no. 417, dated 23rd February 1894, from the Government of Bombay, we consider that the Director of Public Instruction, the whole staff of the Grant Medical College, the Law Professors and Lecturers, the Curator, Central Book Depot, and the two appointments in the Bombay Veterinary College should not appear at all in the lists. The staff of the Rajkumar College are, it is understood, employees of the private endowment.

The Bombay Provincial Service will be divided into two classes, consisting of 14 and 24 appointments, respectively, or 38 in all, as compared with 38 appointments at present. In the list (no. 3), showing appointments in class II of the Provincial Service, submitted with the Bombay Government's letter no. 417, dated the 23rd February 1894, the following alterations are necessary:

- (1) The Vice-Principalship of the Elphinstone High School has since been abolished with our sanction.
- (2) Twenty-one appointments of Deputy Educational Inspectors should be transferred to the Subordinate Service—vide *supra*, paragraph 4.

The proposed cost of the Provincial Service is Rs. 12,100, as compared with Rs. 11,687-12-5 at present, or an increase of Rs. 412-3-7 a month. On the European and Provincial Services together there will be an increase of Rs. 278-14-3 a month as shown in the proposition statement.

18. *Bengal*—In the Bengal European Service there will be 27 posts (including the Superintendentship of the School of Art) costing Rs. 23,333-5-4 a month, as compared with 41 posts at present costing Rs. 34,350 a month. There will thus be a saving of Rs. 11,016-10-8 per mensem. The Government of Bengal has recommended that the appointments of Inspector of European Schools and Superintendent, School of Art, should be considered regular appointments on the European Service list. The Superintendentship, however, carries a salary of Rs. 1,000, and as it will probably be impossible to secure the services of a competent officer on the initial salary (Rs. 500) of the future European Service, we consider that the appointment should be treated as a special one and not be subject to the conditions attaching ordinarily to Principalships, Professorships, and Inspectorships on the European Service list. The Superintendentship has been included in this list as it will have to be recruited for in England. As regards the Inspectorship of European Schools, it will be seen from the correspondence ending with Lord Cross' Despatch no. 12 (Public-Educational), dated the 22nd January 1891 that Lord Lansdowne's Government were opposed to the Bengal Government's proposal to appoint Mr. Bamford to the Graded Educational Service for two reasons: (1) because the Graded List was to be gradually abolished, and (2) because, if an appointment were made, the selection of an officer in England would rest with the Secretary of State. Mr. Bamford's work is, however, highly commended by the Government of Bengal, and, as regards the future, it seems to us that the Inspector of European Schools should be at least as well qualified as an Inspector of Native Schools. We therefore recommend that Mr. Bamford should now be admitted to the European Service, and that the appointment at present held by him should be placed as a regular appointment on the European Service list.

In the Bengal Provincial Service there will be 113 appointments costing Rs. 29,250 a month, against 100 appointments in the present scale costing Rs. 23,350. There will thus be an increased expenditure of Rs. 5,900. It will be noticed that we commended to other Governments the arrangement of the Bengal Provincial Service as one that should be followed generally: though we were unable to accept the Lieutenant-Governor's view that the highest pay for the Provincial Service in this Province should be Rs. 800 per mensem. There will be a saving, on the European and Provincial Services together, of Rs. 5,116-10-8 a month.

19. *North-Western Provinces and Oudh*—In the European Educational Service of the North-Western Provinces and Oudh, there will be 11 appointments with an expenditure of Rs. 9,683-5-4 a month, against a present strength of 12 officers costing Rs. 11,233-5-4 a month. The reorganisation will, therefore, effect a reduction in cost of Rs. 1,550 per mensem. The future strength of the Provincial Service will be 24 officers,

and the cost Rs. 7,750 as compared with the present strength of 23 officers costing Rs. 6,576-10-8. There will thus be an increase of Rs. 1,173-5-4 on this Service, but, on both Services combined, there will be a saving of Rs. 376-10-8 a month. It will be noticed that in the North-Western Provinces and Oudh, as in the case of the other Provincial Services, we have intimated that fixed rates of pay are more suitable for the Provincial Service than progressive rates. We also considered that the pay proposed for Inspectors by the Lieutenant-Governor and Chief Commissioner was unnecessarily high, and we therefore desired that the pay of the two Provincial Inspectors should be fixed at Rs. 700 and Rs. 600, respectively.

20. *Punjab*—In the European Service of the Punjab there will be 8 appointments with an expenditure of Rs. 6,650, against 9 appointments at present costing Rs. 7,883-5-4 a month. It will be seen from our Despatch no. 13, dated the 23rd October 1895, that the Principalship of the Mayo School of Art, Lahore, is not to be recruited for in England, but we have for the present retained this appointment on the list, as a definite decision regarding it is not yet arrived at, and apparently some compensating expense will be incurred even if it is not filled. We have included in the European Service list the Headmastership of the Central Model School on Rs. 400 a month which will have to be recruited for in England. There will be a saving on this service of Rs. 1,233-5-4 a month.

In the Provincial Service there will be 17 posts costing Rs. 6,100 a month, as compared with the existing strength of 16 officers costing Rs. 5,083-5-4 a month. There will thus be an increase of Rs. 1,016-10-8 a month. It will be seen that we have transferred one appointment (viz., the Headmastership of the Central Model School, Lahore) on Rs. 400 to the European Service, and that we have removed the appointment of Registrar, Education Department, to the Subordinate Service—vide paragraph 4 of this Despatch. The saving on the combined services will amount to Rs. 216-10-8 a month.

21. *Central Provinces*—In the European Service of the Central Provinces there will, as at present, be 5 appointments, but the expenditure will increase from Rs. 4,033-5-4 to Rs. 4,850 a month, or by Rs. 816-10-8 a month. The strength of the Provincial Service will continue at 4 officers, though there will be an increase in cost from Rs. 1,100 to Rs. 1,233-5-4, i.e., by Rs. 133-5-4 a month. It will be observed that we have admitted progressive salaries in this case, an exception being in our opinion, desirable as the service is so small. The total increase on account of the reorganisation will be Rs. 950 a month, but this is essential to the scheme.

22. The above summary of the financial results of the proposed changes, as appearing in the proposition statements do not take account of the allowances of Rs. 100 a month which it is intended to give to deserving officers of the European Service after 15 years, if they are not drawing

personal allowances. It is estimated that in the European Services of all the Provinces under consideration there would ordinarily be 29 officers of over 15 years' standing. Twenty of these would be in receipt of personal allowances, and 9 would therefore be the maximum number who would receive the allowance of Rs. 100 per mensem, the cost of which consequently will not exceed Rs. 900 per mensem. The second point to be noticed is that the option allowed to European officers of the present Graded Service of either entering the European Service or retaining their present position will in some Provinces result in a temporary increase of expenditure. We conveyed our decision that this option would be allowed in our letters of August 1893 to Local Governments. It is no less desirable to improve the position of the present junior members of the service than to improve that of future recruits; and the intention has throughout been that men who choose to enter the new European Service shall at once draw the pay to which the length of their service entitles them under that scheme, and shall also count their service previously rendered towards the 15 years after which an allowance of Rs. 100 is admissible. The most serious increase of expenditure that will result from officers of the existing staff joining the European Service is expected in Bengal where the Local Government estimate it at Rs. 1,500 a month. The Lieutenant-Governor has, however (paragraph 4 of the letter from the Government of Bengal, no. 2832, dated 14th August 1895) agreed to the additions to salaries excepting the allowances of Rs. 100 per month which have been already earned by nine officers who have rendered 15 years' service. As these officers can retain their present position if they like, we think that the question of providing the allowances of Rs. 100 per mensem may be left to His Honour. As requested by the Government of Bengal, and also by that of the Punjab, discretion will be allowed to Local Governments as to the time within which the scale of numbers and pay fixed for the Provincial Service shall be fully worked up to. The recommendations of the Public Service Commission, in which the present scheme originated, pointed to a large reduction in the staff recruited from England and an increase in that locally recruited: and Lord Landsowne's Government, in the Despatch no. 17, dated 25th March 1891, so far accepted those recommendations as to contemplate increases to the salary of the Provincial or locally recruited Service in various Provinces, adding that "any increase in pay in any Province would have to be covered by the decrease in the salaries resulting from reductions in the Graded List." Lord Cross, in his Despatch of 28th January 1892, said that part of the saving resulting from reductions in the Graded List should be devoted to giving more favourable terms to graduates in honours recruited in England, so as to raise the quality to the European Service; but the main intention of the scheme remains that previously described, viz., to reduce the European and augment the Provincial staff, and increases or improvements in the

latter must as a rule await funds being set free by changes in the graded service.

23. There are two other questions, which have arisen out of the case regarding the promotion of Mr. J. Oliver, of the Bombay Subordinate Educational Service, to an Inspectorship in the European Service, to which it is necessary to refer in this Despatch. The first is the question raised in paragraph 3 of Sir H. Fowler's Despatch no. 41 (Public-Educational), dated the 26th June 1895 whether there are any other officers whom, like Mr. Oliver, it would be desirable to promote to the European Service. This matter has been referred to Local Governments and Administrations, and our recommendations will be communicated to Your Lordship on receipt of their replies. Meanwhile we consider it unnecessary to still further delay the submission of the reorganisation scheme on this account.

24. The other question has arisen out of the remark in paragraph 3 of Sir H. Fowler's Despatch to the Government of Bombay, no. 5 (Public-Educational), dated the 26th June 1895, that the Secretary of State reserves to himself the power to make even temporary appointments of officers of the Non-graded service to the Graded List. Your Lordship will see from our Home Secretary's letter no. 354,<sup>1</sup> dated the 7th October 1895 that we have never understood the orders of the Secretary of State in this sense. It has been the practice to allow Local Governments and Administrations to make temporary appointments of Non-graded European officers to the Graded Service, and we believe that our orders from time to time expressing this view of the rule must have come under the notice of the Secretary of State in our Proceedings. After the reorganisation of the Educational Services has been effected, however, the question as to which is the proper authority to sanction temporary appointments to the European Service will not arise. Provincial officers will not be eligible for admission to the European Service; but we have proposed that a Provincial officer may be appointed to act in a post belonging to the European Service, and that he should receive an allowance of Rs. 100 a month conditionally on his salary not being more than the pay of the officer of the European Service for whom he acts. If this proposal is accepted by Your Lordship, it will be open to the Local Government, whenever occasion arises, to provide for a temporary vacancy by appointing a member of the Provincial Service to officiate.

We have the honour to be, My Lord,

Your Lordship's most obedient, humble servants,  
(Signed) A.E. MILLER, C.B. PRITCHARD,  
J. WESTLAND, A. MACKENZIE

<sup>1</sup>See Document no. 65.

## DOCUMENT No. 87

*The Secretary of State for India approves the scheme of the Government of India regarding reorganisation of various Educational Services subject to certain exceptions and observations.*

No. 22. Public (Educational)

India Office, London, 12th March 1896

To: His Excellency the Right Honourable the Governor-General of India in Council

My Lord,

With Financial letter no. 351, dated 11th December 1895, your Government submitted the conclusions at which you have arrived, after very full and deliberate consideration, with regard to the organisation of the various Educational Services in India upon an improved footing in consequence of the recommendations submitted by the Public Service Commission. The scheme which has been formulated follows in most respects the principles suggested in Lord Cross's Despatch of the 28th January 1892, no. 9, which I need not recapitulate. Your proposals have received my most careful attention in Council, and are now approved, subject only to certain exceptions and observations which I proceed to state, keeping as far as possible to the order observed in the letter under reply.

2. In paragraph 3 you propose to call that branch of the Educational services to which appointment are to be made in England "the European Educational Service." This designation seems open to two objections. Although it is intended only to indicate the country of recruitment, it nevertheless suggests a distinction of race; and it is certainly an inadequate, if not a misleading, description of a service of which all the duties are to be performed in India. I prefer to follow the nomenclature adopted in some other special Departments, and I desire that the branch which is to include the appointments to be made in England may be designated the "Indian Educational Service," with the addition, whenever more particular differentiation is needed, of the words "appointed in England." I have not overlooked the argument advanced at the end of your third paragraph, but it is not improbable that you may find it convenient, when permanently engaging an officer after his term of probation, to impose the condition that he shall serve wherever required in India. The second branch of the service should be called the Provincial Educational Service of Bengal, Madras, and so forth.

3. With reference to paragraph 4, I have entertained some doubt as to the propriety of classifying such responsible officials as Deputy Inspectors and Headmasters of District (High) Schools in a service which is to be termed

“Subordinate.” It has occurred to me that upon this point the several Governments might be permitted some such latitude or discretion, as was, I understand, conceded under your orders in regard to the class of officers known in Bombay as Mamlatdars,<sup>1</sup> and elsewhere as Tahsildars.

4. Paragraph 11 of your letter deals with the subject of leave and pensions, and in the course of it you refer to Article 441 of the Civil Service Regulations, as intended to remain in force. As to this, I have to invite your attention to paragraph 12 of Lord Kimberley’s Financial Despatch no. 188, dated 21st September 1893. It was there intimated that Article 441-A would be applicable to the Educational, as well as to the Judicial service, and that it would consequently be unnecessary to retain the concession, contained in Article 441, that certain Educational officers may add three years to their qualifying service. It would seem, therefore, that this privilege cannot be allowed to officers who may be appointed after due notice of this decision has been given.

5. In paragraph 12 you discuss the claims of the statutory native<sup>2</sup> of India who have been appointed to the Graded List under the old condition that they should draw two-thirds of the salaries fixed for European officers. You propose to allow them the option of continuing in the graded list on the same terms, or of entering the new Provincial Services. This is in accordance with the decision arrived at in the analogous case of statutory civilians, and seems to be fair and reasonable. As regards the future employment of Native gentlemen in the Educational Service, I accept the views stated by you in paragraph 13.

6. In the fifteenth paragraph of your letter it is stated that Local Governments and Administrations have been informed that the omission from the list of Educational appointments of the office of Director of Public Instruction should not interfere with the principle that, *caeteris paribus*, it is to be given to a member of the Educational Service. I am aware that this principle is founded on a Despatch of the Secretary of State dated so long ago as the 7th April 1859. I have nevertheless considerable doubt whether it is now expedient to reaffirm it, or to renew any pledges that might be understood as establishing a right of priority in favour of the Department. The office of Director of Public Instruction is one of very great importance, and demands in the holder of it not only attainments of a high order, but considerable administrative capacity. The questions that are raised are often

<sup>1</sup>Mamlatdar or Mamlutdar was chiefly used in Western India. Formerly it was designation under various native Governments of the Chief Civil officer of a district and is now in Bombay the title of a native Civil Officer incharge of a taluk, corresponding nearly to a Tchsildar of a Pargana in Bengal but of a status somewhat more important. See G.B.T. Kurian ed., *Dictionary of Indian English*.

<sup>2</sup>Statutory native is defined to include “any person born and domiciled within dominions of Her Majesty in India of parents habitually resident of India and not established there for temporary purposes only”.

of great public interest. The Director controls a Department in intimate relation with Municipal Councils and District Boards, and he has to deal with the managers of numerous aided colleges and schools, as well as with the teachers employed in the Government institutions under his supervision. A very important part of his work is to watch and stimulate the progress of primary instruction,—a matter in which he has to enlist the co-operation of the District Officers throughout the Province in which he is employed. In many of the Provinces the departmental staff is far too small to afford any guarantee for the presence among its members of an officer thoroughly qualified for these important administrative functions. On full consideration of the past history of the Department, I have arrived at the conclusion that the Local Governments and Administrations should be allowed a free hand in the selection of a Director, and should not be fettered by any rule or instruction purporting to give a preferential claim to an officer of any particular department.

7. For the reasons stated at the end of your letter under reply, it is unnecessary to discuss further the power of your Government to sanction the officiating appointment of a European officer to the graded list.

8. With your letter no. 4 of the 13th March 1895, Your Excellency in Council forwarded a memorial from Mr. R.M. Spence, Superintendent of the Normal School at Nagpur, praying that he may be recognised as belonging to the service which is now to be called the Indian Educational Service. Your Government regarded Mr. Spence's appointment as one which may be recruited for in England or in India, but you had determined to treat it specially, and to include it in either branch of the Educational Service. The case is in some respects analogous to that of the Head Masters of High School which I have discussed *supra* in paragraph 3. I concur in your opinion that Mr. Spence is not entitled to look for promotion among Professors and Inspectors, or for the increments of pay now to be granted to officers of that class, but I am not sure that the office which he holds ought not to be classed in the Imperial branch of the service, so long as it is recruited for in England. In various parts of the letter under reply reference is made to other appointments which have been treated specially as regards remuneration, but nevertheless included in the Indian Educational Service. Thus, paragraph 16 mentions five such posts in Madras, while, according to paragraph 17, there are four in Bombay, which the Local Government wished to exclude from both services, just as Mr. Spence's appointment has been excluded, but which Your Excellency in Council nevertheless determined to classify in the higher branch. I think it desirable that Mr. Spence's case should be reconsidered with reference to the later orders contained in paragraphs 16 and 17 of the letter under reply. Meanwhile, I observe with reference to all these posts to which appointments may be made either in England or in India, that the salaries appear to have been

fixed for European officers. If so, they should be specially reconsidered whenever a suitable candidate can be found in India.

I have the honour to be, My Lord,

Your Lordship's most obedient, humble servant,  
GEORGE HAMILTON

*Home-Education, A Proceedings, August 1896, no. 19.*

## DOCUMENT No. 88

*The Resolution of the Government of India regarding the reorganisation of Education Services as suggested by the Public Service Commission.*

**Extract from the Proceedings of the Government of India in the Home Department (Education) no. 4-Education/204-215, under dated Simla, the 23rd July 1896**

### *Read:*

The Report of the Public Service Commission, paragraphs 98-99 and 128 (sections 58-64), containing their views regarding the Educational Services in India. Despatch from the Government of India to the Secretary of State, no. 17 (Public), dated the 25th March 1891, paragraphs 4 and 5.

Despatch from the Secretary of State to the Government of India, no. 9 (Public-Educational), dated the 28th January 1892.

Home Department Circular to Local Governments and Administrations, dated the 26th March 1892, and the replies to the circular.

Home Department letters to Local Governments and Administrations, dated the 22nd August 1893, together with the replies thereto and certain further correspondence with the Government of Bengal. Despatch from the Government of India to the Secretary of State, no. 351 (Financial), dated the 11th December 1895.

Despatch from the Secretary of State to the Government of India, no. 22 (Public-Educational), dated the 12th March 1896.

## **Resolution**

The recommendations of the Public Service Commission regarding the Education Department are contained in paragraph 99, and in sections 58 to 64 of chapter X, of their report. They were that—

- (1) the Graded Lists of the superior branch should be abolished, due regard being had to the interests of existing incumbents;
- (2) recruitment should be made in England only for—

- (a) Principalships of Colleges;
  - (b) Professorships in those branches of knowledge in which the European standard of advancement has not been attained in India; and
  - (c) a smaller number of Inspectorships than at present;
- (3) recruitment of Professors should ordinarily be of specialists, and, when practicable, for a term of years with power of re-appointment;
  - (4) the remuneration of officers recruited in England should be fixed with reference to the attainments required and the duties to be performed in each case;
  - (5) all educational appointments, other than those in the Graded Lists of the superior branch, should be filled up locally by the existing mode of recruitment on the principles recommended in the report as to conditions of service for the general Provincial Service;
  - (6) there should be in each Presidency, and in the larger Provinces, at least one College with a staff of Professors capable of teaching up to the highest European standards, under a European Principal, and the same object should be kept in view in smaller Colleges as far as practicable; and
  - (7) the inspection of Schools and Colleges should be carried on by an agency entirely separate from the teaching staff and recruited from a different source, recruitment being more largely made than heretofore in India.

2. In paragraphs 4 and 5 of the Despatch of 25th March 1891, cited in the preamble, which were intended to place before the Secretary of State for his opinion a general indication of the conclusions which the Government of India were disposed to adopt, they stated their objections to the immediate abolition of the graded service, on the grounds that they did not desire either to dispense with the services of the existing staff of officers or to compensate them; and that it was not then possible to determine what system should be substituted for the one then in force. The plan of engaging officers for terms of years was then under trial, but sufficient experience had not been gained to show whether it would be a success and what permanent arrangements as to pay and pension should be made. The system had, the Government of India observed, the manifest advantage of securing a succession of fresh men as Professors, but it had not been established that the prospect of temporary service in India without claim to leave and pension was attractive enough to secure competent Professors, or that, for the work of Professors of ordinary subjects, experience of India was not of still greater importance than freshness of knowledge. Such experience, the Government of India considered, was essential in the case of Inspectors, and in view of the transfer of the control of education to local bodies, and of the extension of the grant-in-aid system, they wished to maintain such a

European element in the inspecting staff as would enable them to test with unfailing accuracy from time to time how teaching was being conducted in each part of the country. They accordingly recommended that a certain proportion of the inspecting staff of each Province should continue to be recruited in England, the minimum being fixed according to local circumstances. The question of pay had to be considered in its relation to the officers to be recruited (a) in England and (b) in India. So far as the former were concerned, the Government of India were disposed to think that a maximum pay of Rs. 1,200 a month was sufficient for the Principalship of a College, and Rs. 800 a month for a Professorship or an Inspectorship under the arrangement of temporary contracts. The pay of members of the Subordinate Educational Service, it was observed, varied in different Provinces. It was highest in Bengal, where it rose to a maximum of Rs. 500; while in the North-Western Provinces and Punjab it did not, though special officers drew higher rates, ordinarily rise over Rs. 300 and Rs. 350 respectively. The Government of India recommended that two grades should be added to the Provincial Service in Bengal—one on Rs. 600 and one on Rs. 700—for Professors and Inspectors recruited in India, and remarked that a similar addition would be necessary in other Provinces, and that an increase in expenditure in any Province would have to be covered by a decrease resulting from reductions in the graded list. Such an arrangement would, it appeared to the Government of India, suitably provide for the claims of senior officers appointed Inspectors or Professors, and while it would result in the disappearance of the existing difference between the Graded and the Subordinate Service, would make it possible to maintain the principle of the Public Service Commission's Report by dividing the new Educational Services into two classes—viz., the Provincial Service including all posts above Rs. 200 in value, and the Subordinate Service comprising all appointments on Rs. 200 or less.

3. In his Despatch of the 28th January 1892, the Secretary of State agreed that the graded service should not be at once abolished, but remarked that the intention of the Public Service Commission had been, not to interfere with officers already in the Graded Service, nor to abolish all permanency of service, but to provide that for the future officers recruited in England should, in the first instance, be engaged for a short-term with a power of re-appointment, which would be exercised if their services were judged to be valuable. His Lordship observed that this proposal was in fact a restoration of a long-established practice which had fallen into disuse (inasmuch as the written terms of appointment were nearly always for five years only), and desired that in future it should have definite effect, the first five years of an officer's service being regarded as probationary and his future employment being made dependent on the judgement passed on his services during that term. In exceptional cases, he observed, a simple engagement for a short-

term of years or on other special conditions might be made. While concurring generally in the remaining recommendations of the Government of India, His Lordship suggested that their policy should be explained in greater detail, lists being prepared to show in the case of each Province the Principalships, Professorships, and Inspectorships which should form the higher staff recruited in England, and also those which it might be proposed to fill by appointing members of the Provincial Educational Service recruited in India. Viscount Cross proceeded to indicate those measures to which he was prepared to give favourable consideration. Observing that the general purport of the proposals of the Public Service Commission was to diminish the number of officers recruited in England and to raise their standard of quality, he said that to secure University men of high attainments a fairly attractive prospect must be offered; and that, if cost were reduced by the transfer of some officers from the graded lists to the Provincial Service, somewhat more favourable terms might be conceded to graduates in honours appointed in England. His Lordships remarked that as the Educational Departments in the several Provinces were, with one exception, very small, promotion was slow, and the advance from the fourth (Rs. 500-750) to the third grade (Rs. 750-1,000) of the Graded List was long deferred; and he therefore thought that the Professoriate would be placed on a better footing if all Professors were allowed to rise in ten years' service to a salary of Rs. 1,000 a month, the probationary five years being passed either on a salary of Rs. 500 rising to Rs. 750 by yearly increments of Rs. 50 per mensem, or on a fixed pay of Rs. 600 or Rs. 700 a month, and their salary rising, in the second term of five years, from Rs. 750 to Rs. 1,000 a month. His Lordship further suggested that the Government of India should consider the question whether higher pay should not be open to a Professor as such, and express the opinion that the higher salaries of classes I and II of the graded service should be almost invariably attached to Principalships of Colleges and the senior Inspectorships. He suggested that it might be found a preferable plan to attach to the office of Principal a special pay of Rs. 250 to Rs. 500 per mensem on account of the extra work and responsibility falling on the Professor who undertakes it. Of the Inspectorships he thought that at least one half might be transferred to the Provincial branch of the service at an early date. His Lordship did not look with favour on the appointment of Professors to officiate as Inspectors, though he admitted that a permanent transfer from the former office to the latter might sometimes be in the public interest. He suggested also that the position of Headmasters recruited in England, which had never been satisfactorily defined was of sufficient importance to merit attention in the future organisation of the Department. His Lordship observed in conclusion that any conditions of continued service after the term of probation which might be finally sanctioned would be extended to those gentlemen who, while the future

position of Educational officers was under discussion, were engaged as ungraded officers for five years only, with no furlough or pension advantages.

4. The Secretary of State's Despatch was circulated in the spring of 1892 for opinion to Local Governments and Administrations, and they were at the same time asked to submit detailed schemes for the reorganisation of the Superior Educational Service on the lines marked out of His Lordship's Despatch. Having considered the replies of Local Governments and Administrations, the Government of India, in their letters of the 22nd August 1893, communicated to Local Governments and Administrations the decision they had arrived at on many of the points under discussion, and in calling for the Proposition Statements requisite to display the financial effect of the reorganisation requested a further expression of opinion on some questions which remained unsettled. One of these was the question, which had been raised by the Secretary of State, whether any increase of pay should be given to officers recruited in England after they have attained the maximum of Rs. 1,000 a month. The Government of India were inclined to favour a modification of a proposal made by the Government of Bombay, and made a suggestion that an officer of fifteen years' approved service whose total salary did not exceed Rs. 1,000 should be given a special allowance of Rs. 100 a month. It was at first intended that an officer not considered deserving of that special allowance should be required to retire, but that proposal has since been dropped. Another question referred to Local Governments in the letters of 22nd August 1893 related to the pay to be given to members of the Provincial Service when acting in temporary vacancies in posts ordinarily filled by members of the Educational Services recruited in England. The last of the replies to the Home Department letters of 22nd August 1893 was received in March 1894; but it was not till August 1895 that the Government of India received the final reply of the Government of Bengal upon certain question which it was found necessary to further discuss with that Government before a complete scheme could be placed before the Secretary of State. The scheme was finally placed before His Lordship in December 1895, and the general features of the organisation, as approved by him, are set forth below.

5. It must be observed, in the first place, that the reorganisation will affect only the Educational Departments in Madras, Bombay, Bengal, the North-Western Provinces and Oudh, the Punjab and the Central Provinces. In Burma there are in the service of Government no Principals or Professors of Colleges: and the Chief Commissioner's view has been accepted that the Province is not ready for the constitution of a Provincial Educational Service. It has also been decided that the Inspectorships of Schools in Burma must be filled by recruitment in England, and that they should be filled in future on conditions similar to those on which officers will be

recruited for the "Indian Educational Service" (vide next paragraph) generally. There is, therefore, no proposal for a general reorganisation of the service in Burma. In Assam the Director of Public Instruction will be the only officer recruited in England and he will be recruited for on the Bengal establishment. There will be no Provincial Service in Assam, since all the Educational officers, except the Director, will be in the Subordinate Service. The Inspector of Schools for Coorg belongs to the Madras Educational Department, and the question of the recruitment and pay of future incumbents of the post of Headmaster of the Mercara Central School need not be considered until the time comes for the appointment of the next officer. The opinion of the Resident at Hyderabad that the Educational Department in Berar may with advantage be left upon its present footing has been accepted by the Government of India.

6. In accordance with the principles which have been adopted for the Judicial and Executive Services and some other Departments, the Educational Department will in future be divided broadly into (A) the Superior Service, and (B) the Subordinate Service. The former will consist of two branches, one including all posts to be filled by persons appointed in England, which will be called "the Indian Educational Service"; and the other including all posts to be filled by recruitment in India, which will be known as "the Provincial Educational Service" (of Madras, Bombay, Bengal, and so forth). The words "appointed in England" may be added after "The Indian Educational Service" whenever particular differentiation is needed.

7. The principles upon which appointments recruited for in India are to be classed in the Provincial or in the Subordinate Service are—

- (1) that the line between the two services will be drawn rather according to the nature of the office held than according to pay;
- (2) that generally Professors, Inspectors, and Joint and Assistant Inspectors are to be included in the Provincial Service; and Deputy Inspectors, Headmasters of District Schools, and officers of lower rank in the Subordinate Service;
- (3) as regards other offices, that those carrying less pay than Rs. 200 a month should not, except for very special reasons, be placed in the Provincial Service; and that, on the other hand, offices on higher pay than Rs. 200 (such as the Senior Deputy Inspectorships in Bengal), may, at the discretion of the Local Government, be classed in the Subordinate Service.

The Government of Bombay recommended that Deputy Inspectors of Schools and Headmasters of High (i.e., Zilla or District) Schools in that Presidency should be placed in the Provincial Service, but the Government of India have come to the conclusion that in accordance with the principles stated above it is necessary that they should be placed in the Subordinate Service, as in other Provinces. The duties of a Deputy Inspector in Bombay

or in Bengal are confined to a single district, and the status of such an officer is not comparable, for instance, with that of Assistant and Joint Inspectors in Bengal, whose jurisdiction extends over several districts and is really conterminous with the jurisdiction of the Commissioner of a Division, and who have properly been classed as Provincial officers. Similarly Headmasters of High (i.e., Zilla or District) Schools in Bombay are neither of better social nor educational status than Headmasters of Zilla Schools in Bengal who belong to the Subordinate Service. While, however, the Government of India have not been able to accept in its entirety the view of the Government of Bombay as to the classification of Headmasterships of High Schools, they have agreed to the inclusion in the Provincial Service of the Headmasters of certain Collegiate Schools in Bombay—viz., the Elphinstone, Poona, Ahmedabad, and Karachi High Schools. The view of the Government of Madras has been accepted that in that Presidency the Provincial Service may be organised by grades on the basis of pay, since in the result the line between the Provincial and Subordinate Services is much the same as that drawn elsewhere. In the North-Western Provinces and Oudh four Headmasterships of District Schools on Rs. 400 a month and two on Rs. 350 a month have been classed in the Provincial Service, on the understanding that the Schools to which these officers are appointed are of the Collegiate class. The Government of Punjab recommended that the Registrar of the Education Department in that Province should be included in the Provincial Service, but the status of this officer did not in the opinion of the Government of India, justify his retention on this list and he has been entered in the Subordinate Service.

In other respects the several Provincial schemes adhere generally to the principles enunciated above, but in Bengal and the Punjab the inclusion in the Provincial Service of the grade of Rs. 150 has been permitted, as it was represented that efficient men can be obtained on that initial salary. The maximum salary is, however, everywhere the same, viz., Rs. 700 a month. On the repeated recommendation of the Government of Bengal, a certain number of Deputy Inspectors, Masters, etc., at present in Government employ, have been included in the Bengal Provincial Service list on personal grounds on the understanding that the concession will not extend to their successors in office.

A list (Appendix A)<sup>1</sup> is appended to this Resolution showing the appointments falling within the Indian Educational and Provincial Services, respectively, of the Several Provinces affected by the reorganisation. It will be observed that, except in the Central Provinces (where the pay of the Inspector-General of Education is only Rs. 1,250-50-1,500), the post of Director of Public Instruction has been excluded from the list of

<sup>1</sup>Not included.

appointments in the Superior Educational Service. This omission has been made in accordance with the decision of the Secretary of State, communicated in his Despatch of the 12th March last. His Lordship observed—

“In the fifteenth paragraph of your letter it is stated that Local Governments and Administrations have been informed that the omission from the list of Educational appointments of the office of Director of Public Instruction should not interfere with the principle that *caeteris paribus*, it is to be given to a member of the Educational Service. I am aware that this principle is founded on a Despatch of the Secretary of State dated so long ago as the 7th April 1859. I have nevertheless considerable doubt whether it is now expedient to reaffirm it, or to renew any pledges that might be understood as establishing a right of priority in favour of the Department. The office of Director of Public Instruction is one of very great importance, and demands in the holder of it not only attainments of a high order, but considerable administrative capacity. The questions that are raised are often of great public interest. The Director controls a Department in intimate relation with Municipal Councils and District Boards, and he has to deal with the managers of numerous aided Colleges and Schools, as well as with the teachers employed in the Government Institutions under his supervision. A very important part of his work is to watch and stimulate the progress of primary instruction, a matter in which he has to enlist the co-operation of the District Officers throughout the Province in which he is employed. In many of the Provinces the departmental staff is far too small to afford any guarantee for the presence among its members of an officer thoroughly qualified for these important administrative functions. On full consideration of the past history of the Department, I have arrived at the conclusion that the Local Governments and Administrations should be allowed a free hand in the selection of a Director, and should not be fettered by any rule or instruction purporting to give a preferential claim to an officer of any particular Department.”

8. The scale of pay for officers of the Indian Educational Service will be that proposed by Viscount Cross, and stated in paragraph 3 above, viz.,

- (a) during the probationary period of five years, Rs. 500-50-700 a month, it being open to the Secretary of State to offer a fixed pay of Rs. 600, or even Rs. 700, in special cases when the services of a competent officer cannot otherwise be secured;
- (b) in the second period, Rs. 750-50-1,000, the maximum being attained at the end of ten years from first appointment.

This will be the general rule, but in certain exceptional cases it may be necessary to appoint persons with special qualifications on higher rates of pay. There are also several appointments which have been included in the Indian Education Service list, because they will have to be recruited for in England as a rule, but these appointments will carry special salaries and the

holders of them will not, as a matter of course, be eligible for the pay of Rs. 500 rising to Rs. 1,000, which will be reserved for Professors, Inspectors, and Principals.

9. Although the position and prospects of officers of the Indian Service will under the reorganisation of the Department be considerably improved in the earlier years of their service, it appeared to the Government of India to be undesirable and likely to create discontent in the Department, that a large proportion of its members should attain after ten years' service to the highest pay open to them. It has accordingly been decided to give a special allowance of Rs. 100 a month after fifteen years' service to officers whose total salary does not exceed Rs. 1,000 and who are considered by the Local Government to merit this increase of pay.

10. The plan suggested by the Secretary of State in 1892 of attaching personal allowances to the office of Principal and senior Inspector of Schools has been adopted. There will be two grades of allowances of Rs. 250-50-500 and Rs. 200-10-250 a month, respectively, so as to correspond to some extent with the higher rates of pay in the graded list, which will be supplanted by the new system. The allowances will be strictly *personal*, within the meaning of the Civil Service Regulations—i.e., they will be held continuously by officers whether on duty or on leave (subject to the provisions of the leave rules in regard to allowances during leave) and will not be given to those who act for them during their absence. The following is the scale of allowances allotted to the several Provinces:

*Madras*—(a) Two allowances of Rs. 250-50-500, to be given to the Principal, Presidency College, and the senior Inspector of Schools; and (b) two allowances of Rs. 200-10-250, to be given, respectively, to the Principals of the Rajahmundry and Kumbakonam Colleges. It will be open to the Government of Madras, however, to give one of the lower allowances to an Inspector of longstanding and approved service if, in their opinion, his claims to it are superior to those of one of the Principals.

*Bombay*—(a) Two allowances of Rs. 250-50-500 a month, to be given to the senior Principal and the senior Inspector; and (b) three allowances of Rs. 200-10-250 a month, to be given to the remaining two Principals of Colleges and to the second senior Inspector.

*Bengal*—(a) Two allowances of Rs. 250-50-500 a month; and (b) three allowances of Rs. 200-10-250 a month. The allowances will be open to the two senior Professors only at the Presidency College, Calcutta, and to Principals of Colleges and Inspectors of Schools generally, the rule being that they should be given to the senior, or most deserving men, and should not be treated as staff allowances attached to certain offices.

*North-Western Provinces and Oudh*—(a) One allowance of Rs. 250-50-500 a month; and (b) two allowances of Rs. 200-10-250 a month, to be distributed as His Honour the Lieutenant-Governor and Chief Commissioner

may think best.

*Punjab*—(a) One allowance of Rs. 250-50-500 a month, to be given ordinarily to the senior of the two officers holding the appointments of Principal of the Lahore Government College and senior Inspector of Schools; and (b) one allowance of Rs. 200-10-250 a month, to be given ordinarily to the junior of the officers holding the above mentioned appointments.

*Central Provinces*—One allowance of Rs. 200-10-250 a month, to be given to the Principal of the Jubbulpore College.

11. In connection with the suggestion made by Lord Cross that at least one-half of the Inspectorships should at an early date be transferred to the Provincial Branch of the Educational Service, the following distribution of Inspectorships between the Indian and Provincial Service in each Province has been decided on.

*Madras*—Two Inspectors to be recruited in England and two in India.

*Bombay*—Three Inspectors to be recruited in England and one in India. It is not possible to transfer more than one Inspectorship to the Provincial list, as two of the Inspectors inspect the large European or Indo-European Schools in the Presidency town and in Poona for boys and girls, for which institutions it is essential, in view of the curriculum and other circumstances that there should be European supervision, and the special circumstances of the Provinces of Sindh require that there should be a European Inspector for it.

*Bengal*—Four Inspectors (including the Inspector of European Schools) to be recruited in England, and four Inspectors (one being a Joint Inspector for Orissa) to be recruited in India.

*North-Western Provinces and Oudh*—Three Inspectors to be recruited in England and two in India.

*Punjab*—Three Inspectors to be recruited in England and two in India. A third Inspectorship will be transferred to the Provincial Service as soon as there is a prospect of securing a sufficiency of native gentlemen of the Province with the necessary qualifications. This cannot be done at present with due regard to the full efficiency of the service.

12. As observed above (paragraph 3), the Secretary of State expressed in 1892 his doubts whether Professors should be appointed to officiate as Inspectors, though he was of opinion that the permanent transfer of an officer from a Professorship to an Inspectorship might sometimes be in the public interest. It has since been decided, however, to allow full discretion in this matter to Local Governments and Administrations, on the ground that they are in the best position to judge when such transfers are desirable or necessary.

13. It was observed in the Secretary of State's Despatch of 28th January 1892 that the position of Headmasters recruited in England had never been

very satisfactorily defined, but that it was of sufficient importance to merit attention in any future reorganisation. Headmasters appointed in England are at present found only in the Bombay Educational Service, and it has been decided that three Headmasterships in that service should be recruited for in England, that a pay of Rs. 500-50-750 a month should be assigned to each, and that the holders of them should be eligible for vacancies among the Inspectorships reserved for the Indian Service.

One more Headmastership will also be recruited for in England,—namely, the Headmastership of the Central Model School in the Punjab, but this will be a special appointment carrying a salary of Rs. 400 a month.

14. All officers appointed in England will be eligible for the more favourable leave rules contained in chapter XIII of the Civil Service Regulations. Their pensions will be regulated by the ordinary superior service pension rules in chapters XVIII and XIX modified by the concession in Article 441-A (which will apply to those who enter the Indian Educational Service after the date of this Resolution in substitution for the provision of Article 441). Directors of Public Instruction will, under Financial Department Resolution no. 2958-P., dated the 22nd June 1895, be eligible for an additional pension of Rs. 1,000 a year, provided they have rendered less than three years of effective service in the appointment, and provided also that in each case during such service they have shown such special energy and efficiency as may be considered deserving of the concession. The probationary service of officers whose services have been continued beyond the probationary period, as well as the previous services of those who have been engaged, in the first instance, on temporary contracts without leave or pension advantages, but have been subsequently confirmed, will reckon towards leave and pension as well as towards increments under the new scheme.

15. It has been decided that no officer now in the graded service should suffer by the reorganisation of the Department. Every European officer, therefore, who has been permanently appointed to the graded list will be given the option of coming under the new scheme or of continuing on the graded list and obtaining promotion as vacancies occur in it, subject to the condition that only those considered fit for promotion will get it. Those officers who elect to come under the new scheme will count their past service on the Graded List for the purpose of fixing their pay and increments as well as towards leave and pension. All officers appointed to the graded service as Natives of India, most of whom are drawing two-thirds of the salary of European officers, will be given the choice between continuing in the graded service subject to the two-thirds rule, and entering the Provincial Service. The principle that existing members shall in no case suffer by the reorganisation will be equally applicable to the Provincial Service. In future Natives of India who are desirous of entering the

Education Department will usually be appointed in India and to the Provincial Service.

16. It will be open to Local Governments and Administrations, whenever occasion arises, to provide for temporary vacancies in posts ordinarily filled by members of the Indian Educational Service by appointing members of the Provincial Service to officiate. In all such cases the acting Provincial officers will receive a uniform allowance of Rs. 100 a month, subject to the proviso that the salary of the acting incumbent shall not be higher than the pay of the officer for whom he acts.

17. In Appendix B<sup>1</sup> will be found the Proposition Statements for reorganisation of the Indian and Provincial Services in the Several Provinces as they have been approved by the Secretary of State. It is only necessary in conclusion to observe that discretion will be allowed to Local Governments and Administrations as the time within which the scale of numbers and pay fixed for the Provincial Service shall be fully worked up to. As the effect of the reorganisation scheme is to reduce the staff of officers recruited in England and to augment the Provincial staff, increases or improvements in the latter may fairly, if necessary, await funds being set free by changes in the graded service.

*Order*—Ordered, that a copy of this Resolution be forwarded to all Local Governments and Administrations for information and guidance; and to Department of Finance and Commerce for information.

Ordered also, that the Resolution be published in the Supplement to the Gazette of India.

(True extract)

J.P. HEWETT

Secretary to the Government of India

*Home-Education, A Proceedings, August 1896, no. 20.*

<sup>1</sup>Not included.

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